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Management Audit

GOVERNOR'S COUNCIL ON HEALTH AND PHYSICAL FITNESS

March 1992

State of Illinois
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Management Audit

GOVERNOR'S COUNCIL ON HEALTH AND PHYSICAL FITNESS

March 1992

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DON W. TEMPLEMAN
ACTING AUDITOR GENERAL

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To the Legislative Audit Commission, the Speaker and Minority Leader of the House of Representatives, the President and Minority Leader of the Senate, the members of the General Assembly, and the Governor:

This is our report of the Management Audit of the Illinois Governor's Council On Health and Physical Fitness.

We conducted this audit at the direction of Legislative Audit Commission Resolution Number 92, which was adopted May 29, 1991. The audit was conducted in accordance with generally accepted government auditing standards and the audit standards promulgated by the Office of the Auditor General at 74 Ill.Adm.Code 420.310.

The audit report is transmitted in conformance with Section 3-14 of the Illinois State Auditing Act.

Don W Templeman

DON W. TEMPLEMAN
Acting Auditor General

Springfield, Illinois
March 1992

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REPORT DIGEST

Management Audit

GOVERNOR'S COUNCIL ON HEALTH AND PHYSICAL FITNESS

SYNOPSIS

The mission of the Governor's Council on Health and Physical Fitness, created in 1977, is to encourage citizens to participate in health and fitness activities. The only major program administered by the Council is the Prairie State Games, a statewide Olympic-style competition. In Fiscal Year 1991, the Council spent 90 percent of its $1.029 million in cash expenditures (including $614,243 from State sources) to conduct the Games. This audit reports that:

- the Prairie State Games are similar to programs that do not receive State funding;
- other states conduct games with little or no state support; and
- there are several ways to make the Prairie State Games more cost-effective.

This report concludes that there are many competitive and non-competitive physical fitness opportunities available for all ages and skill levels through local, State, federal, and private organizations, thus rendering the Council's mission less urgent today.

RECYCLED PAPER AND BLANK INKS

INTRODUCTION

On May 29, 1991, the Legislative Audit Commission adopted Resolution Number 92 (Appendix A) directing the Auditor General to conduct a management audit of the Governor's Council on Health and Physical Fitness. The resolution asked whether other State agencies could effectively undertake the programs sponsored by the Council at a cost savings to the State. The resolution also asked whether such a consolidation would eliminate any duplicate health and fitness programs in the State.

REPORT CONCLUSIONS

The mission of the Governor's Council on Health and Physical Fitness, established in 1977, is to encourage Illinois citizens to participate more actively in health and physical fitness activities. While the Council has functioned in an advisory or supporting role in several health and fitness programs, the only major program that depends on Council support is the Prairie State Games, a program of statewide athletic competition patterned after the Olympics. In Fiscal Year 1991, the Council spent $921,947 (90% of its cash expenditures) to conduct the Games, and Council staff (7 people) devoted either all or part of their time to the Games. About 13,000 people participated in the Games statewide and about 4,400 participated in the finals held at the University of Illinois in Champaign.

The Prairie State Games do not duplicate any other State agency programs, but they are similar to programs that do not receive State appropriated funds such as the Amateur Athletic Union's Youth Sports Program (including the Junior Olympics) and Adult Sports Program, the Illinois Senior Olympics, and the Illinois Special Olympics. In essence, the Prairie State Games is just one of many athletic programs in which citizens of Illinois can choose to participate.

In addition, we noted the following:

- About 80 percent of Prairie State Games participants are of high school age or younger, the same age group that is required to take physical fitness and health education classes during the school year.

- The caliber of athlete generally attracted to the Prairie State Games is perhaps the group least likely to need encouragement to participate in health and fitness activities.

- The National Congress of State Games recommends that no more than 33 percent of a state games' total budget should come from state funds. The Prairie State Games receive 67 percent.

- 19 of 39 state games (49%) are supported completely by private corporate donations and receive no state funding. (See Appendix G)

- Prairie State Games' expenditures include items such as food, lodging, uniforms, media coverage, and entertainment that provide no identifiable physical fitness benefit to participants.

- Other states have established state games with little or no state support by not incurring unnecessary costs, establishing effective networks of unpaid volunteers, and allowing cities to bid for the right to host the games.

- There has been an increased public awareness regarding the value of physical fitness since the Council was created in 1977. There are now many competitive and non-competitive health and fitness opportunities available for all ages and skill levels through local, State, federal, and private organizations, thus rendering the Council's mission less urgent today.

We also noted that the Council has not complied with many administrative and financial accountability requirements and has not adequately documented its planning goals and objectives.

BACKGROUND

The Governor's Council on Health and Physical Fitness was established in 1977. Its mission is to encourage Illinois citizens to participate more actively in health and fitness activities that will help them lead healthier, happier, and more productive lives (Ill. Rev. Stat.1989, ch. 111 1/2. par. 2701 et seq.).

In addition to seven staff members, Council administration includes a 50-member council and a 13-member advisory committee. Members of both groups are appointed by the Governor. There is no record of the 50-member council ever having met as a group. Also, although the advisory committee meets quarterly, we found no evidence to show that it has ever formally recommended to the Governor any guidelines, programs, and activities related to health and fitness as required by statute. (page 3)

veto.

State delays Prairie State Games audit

By The News-Gazette

The state's Legislative Audit Commission has postponed its review of audits involving the Prairie State Games until April 15.

The panel was supposed to be briefed on the audits by the Illinois Auditor General on Monday.

But state Rep. Timothy Johnson, R-Urbana, a commission member, could not attend Monday's meeting, and he asked that the review be postponed, said commission Director Michael Londrigan.

Johnson said he had a previous commitment to attend an Illinois Hospital Association-sponsored legislative seminar Monday in Urbana.

"I couldn't be both places at once," he said.

Johnson said the audits have "a local connection" because the Prairie State Games are held at the University of Illinois each year.

"I really feel like I have an obligation to represent my area," he said.

The audits, released Monday, found problems with the Governor's Council on Health and Physical Fitness, which oversees the Prairie State Games.

An annual financial audit contained 24 findings of noncompliance with laws and regulations governing the use of public funds by the Governor's Council.

A separate management audit suggested that legislators may want to consider eliminating or restructuring the agency. It said that the council's role is less urgent than when it was created in 1977 because of increased awareness of physical fitness and increased athletic opportunities for Illinois residents.

The management audit was ordered by the Legislature last May.

all those criteria, he said.

The Sioux City library system is similar to Champaign's, with a service population of some 80,000 people, an annual circulation of more than 700,000 items, and an annual budget of $1.6 million.

Champaign's library budget is about $2.5 million and it circulates more than 750,000 items yearly.

Like Champaign's, Sioux City's library is an arm of city government that has its own board of directors.

Scheetz was not available for comment Friday night, but the Sioux City Journal reported that during his tenure, he had overseen the construction of a $6.4 million new main library. Sioux City also has two branches that benefited from major improvements, the paper said.

According to his resume, he also helped start a fund drive that

criticized the department for waiting until late afternoon to release the figures.

Sen. Patrick Leahy, D-Vt., chairman of the Senate Agriculture Committee, called it "an effort to minimize press coverage."

"Despite pronouncements by the administration, the rising number of Americans on food

ing "smart cards" instead of paper coupons.

Catherine Bertini, assistant secretary of agriculture for food and consumer services, said the plastic "smart cards" contain computer chips that keep track of each user's benefits. The benefits information is updated periodically with a central computer.

Liquor

Continued from A-1

lined a schedule for the task force requiring about seven meetings and completion by April 23.

"We want to get this done before students leave town," Thorsby said.

"I'm still going to bring it up," said Shae, "though the council may wish to postpone it. He's

ed incidents, 20-year-old Brian McGuire, who fell three stories from an apartment balcony after a keg party Saturday morning, was listed in serious condition Friday night following surgery. He had been listed in fair condition at Carle Foundation Hospital in Urbana before the surgery.

McCollum indicated council members were overreacting with-

MISSION AND PLANNING

Over the last several years, Auditor General compliance audits have found that the Council has had serious problems complying with the financial and management accountability requirements expected of all State agencies. In addition, the Council has not adequately documented its goals and objectives, set forth measurable criteria in its planning efforts, or quantified its achievements. As a result, we could not determine what effect, if any, the Council has had on the health and physical fitness of Illinois citizens. (pages 9, 11)

PRAIRIE STATE GAMES

The only major program undertaken by the Council is the Prairie State Games, a statewide amateur athletic competition. Digest Table 1 shows that in Fiscal Year 1991 the Council spent 90 percent or $921,947 of its approximately $1.029 million in total expenditures on the Games. The remaining $106,763 was for administrative costs and some Council staff salaries.

In Fiscal Year 1991, the Prairie State Games received 67 percent ($614,243) of their total cash expenditures (excluding an indeterminable value of in-kind trade agreements) from State funds. The National Congress of State Games recommends that no more than 33 percent of a game's budget come from the State in order to increase private corporate support.

Nineteen of the 39 state games (49%) that responded to our survey received no state funding and 11 of the remaining 20 received 33 percent or less of their funding from the state. We found that states without state funding or administrative support have established state games by not incurring unnecessary costs, establishing networks of unpaid volunteers, allowing cities to bid for the right to host the games, and organizing not-for-profit entities that rely completely on private corporate donations.

We concluded that the Prairie State Games is similar in many respects to other athletic programs that do not receive State appropriated funds, such as the Amateur Athletic Union's Youth Sports Program (including the Junior Olympics) and Adult Sports Program, the Illinois Senior Olympics, and the Illinois Special Olympics. Yet because no other State agency administers an Olympic-style athletic competition, the Games could not be readily consolidated into an existing State program. However, any number of other State agencies could reasonably be expected to successfully administer the Games, probably without the magnitude of management and financial accountability problems prevalent within the Council. (pages 6, 22-27)

Digest Table 1
Governor's Council on Health and Physical Fitness

TOTAL EXPENDITURES
Excluding Value of In-kind Trade Agreements
(Fiscal Years 1990-1991)

	FY90	FY91
General Revenue Fund		
Prairie State Games [1]	$690,048 [2]	$504,243
Personal Services	82,892	86,755
Administrative Costs	20,010	20,008
Total General Revenue Funds	792,950 [3]	$611,006 [3]
Prairie State Games Grant Fund [4]	$291,421	$417,704
TOTAL EXPENDITURES	**$1,084,371**	**$1,028,710**

[1] Includes personal, contractual, and administrative services.
[2] FY90 amount includes $490,100 in direct appropriations to the University of Illinois and a $199,948 supplemental appropriation to the Council. Entire FY91 amount appropriated to Council.
[3] Amount does not include $200,000 pass-through grant to the Illinois Humanities Council.
[4] Locally administered fund consisting of entry fees, private corporate donations, and grants from the Department of Commerce Community Affairs (1990 - $75,000 and 1991 - $35,000) and Department of the Lottery (1990 - $75,000 and 1991 - $75,000) for advertising rights.

Source: Comptroller Reports, 1991 OAG Financial and Compliance Audit

OTHER COUNCIL PROGRAMS

The Council plays a supporting role in some health and fitness programs sponsored and funded by other State agencies and organizations such as the Department of Alcoholism and Substance Abuse, the Department on Aging, the Association for Fitness in Business, the Institute for Aerobics Research, and the Illinois Association for Health, Physical Education, Recreation, and Dance. In addition, the Council allows events it endorses to use the Council logo for advertising purposes. (pages 14-15, 49)

COUNCIL IMPACT ON HEALTH AND FITNESS

An issue more basic than how well the Council has performed its functions, or whether another agency might perform them better, is whether the functions and programs contained in the Governor's Council on Health and Physical Fitness Act need to be conducted any longer by the State. The physical fitness boom of the 1970s and 1980s, and the resulting proliferation of health-related activities and opportunities, may have made the Council's mission less urgent for the 1990s. Today, there are many competitive and non-competitive health and fitness opportunities available to Illinois citizens of all ages and skill levels through local, State, federal, and private agencies and organizations. (page 13-14, 30)

MATTERS FOR CONSIDERATION BY THE GENERAL ASSEMBLY

The General Assembly may wish to consider eliminating funding for the Governor's Council on Health and Physical Fitness and Prairie State Games. The following issues may be considered:

- The Governor's Council funds only the Prairie State Games and provides only limited support to some other programs.

- There are numerous other health and fitness opportunities available in Illinois from a variety of sources that do not receive State appropriated funds such as the Illinois Special Olympics, the Illinois Senior Olympics, and the Amateur Athletic Union's Youth Sports Program and Adult Sports Program.

- Many other states conduct games without receiving funding or administrative support from their state.

If the General Assembly chooses to continue funding the Governor's Council or the Prairie State Games at some level, it may wish to consider revising the Governor's Council on Health and Physical Fitness Act (Ill. Rev. Stat. 1989, ch. 111 1/2, par. 2701 et seq.) to:

- Make the Council's statutory mission statement more relevant to today's health-conscious society and easier for the Council to translate into attainable and measurable goals and objectives. The revised mission statement could include specific activities the Council is to perform, population groups these activities should target, and desired results from Council activities.

- Eliminate the geographic restrictions on where the Prairie State Games finals can be held. This will allow local governments, universities, and other groups throughout the State to competitively bid to host the Games.

- Specify the administrative structure of the Prairie State Games in order to limit the number of full-time and contractual employees and to require the maximum use of volunteers.

- Require the Council to implement, as soon as possible, the recommendations in the Auditor General's 1991 compliance audit.

In addition, we made eight recommendations to the Governor's Council on Health and Physical Fitness. These recommendations would apply if the General Assembly continues to fund the Governor's Council or the Prairie State Games at some level. The Governor's Council did not agree with our major conclusions, methodologies, or recommendations. See Appendix I for the Governor's Council's full response.

Don W. Templeman
Acting Auditor General

JK
March 1992

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CHAPTER 1

INTRODUCTION

On May 29, 1991, the Legislative Audit Commission adopted Resolution Number 92 (Appendix A). The resolution directed the Auditor General to conduct a management audit of the Governor's Council on Health and Physical Fitness. The audit was to determine:

1. whether other State agencies could effectively undertake the programs sponsored by the Council at a cost savings to the State, and

2. whether such a consolidation would result in the elimination of any duplication of health and fitness programs in the State.

REPORT CONCLUSIONS

The mission of the Governor's Council on Health and Physical Fitness, established in 1977, is to encourage Illinois citizens to participate more actively in health and physical fitness activities. While the Council has functioned in an advisory or supporting role in several health and fitness programs, the only major program that depends on Council support is the Prairie State Games, a program of statewide athletic competition patterned after the Olympics. In Fiscal Year 1991, the Council spent $921,947 (90% of its cash expenditures) to conduct the Games, and Council staff (7 people) devoted either all or part of their time to the Games. About 13,000 people participated in the Games statewide and about 4,400 participated in the finals held at the University of Illinois in Champaign.

The Prairie State Games do not duplicate any other State agency programs, but they are similar to programs that do not receive State appropriated funds such as the Amateur Athletic Union's Youth Sports Program (including the Junior Olympics) and Adult Sports Program, the Illinois Senior Olympics, and the Illinois Special Olympics. In essence, the Prairie State Games is just one of many athletic programs in which citizens of Illinois can choose to participate.

In addition, we noted the following:

- About 80 percent of Prairie State Games participants are of high school age or younger, the same age group that is required to take physical fitness and health education classes during the school year.

- The caliber of athlete generally attracted to the Prairie State Games is perhaps the group least likely to need encouragement to participate in health and fitness activities.

- The National Congress of State Games recommends that no more than 33 percent of a state games total budget should come from state funds. The Prairie State Games receives 67 percent.

- Prairie State Games' expenditures include items such as food, lodging, uniforms, media coverage, and entertainment that provide no identifiable physical fitness benefit to participants.

- 19 of 39 state games (49%) are supported completely by private corporate donations and receive no state funding. (See Appendix G)

- Other states have established state games with little or no state support by not incurring unnecessary costs, establishing effective networks of unpaid volunteers, and allowing cities to bid for the right to host the games.

- There has been an increased public awareness regarding the value of physical fitness since the Council was created in 1977. There are now many competitive and non-competitive health and fitness opportunities available for all ages and skill levels through local, State, federal, and private organizations, thus rendering the Council's mission less urgent today.

We also noted that the Council has not complied with many administrative and financial accountability requirements and has not adequately documented planning goals and objectives.

BACKGROUND

The Governor's Council on Health and Physical Fitness was established in 1977 by Public Act 80-763. The statutory mission of the Council is to encourage Illinois citizens to participate more actively in health and fitness activities that will help them lead healthier, happier, and more productive lives (Ill. Rev. Stat.1989, ch. 111 1/2, par. 2701 et seq.).

According to the Governor's Council on Health and Physical Fitness Act (Appendix B), a 50-member Council was created in the Office of the Governor to consist of residents of Illinois who have distinguished themselves in sports or who maintain an active concern for the health and physical well-being of the citizens of Illinois. The 50-member Council is appointed by the Governor and members serve without compensation. These members are to participate with the Governor in promoting and sponsoring sporting and physical fitness events in which the public participates and to lend their names and presence to such events in order that greater public participation may be gained. There is no record of this 50-member Council ever having met as a group.

In addition to the 50-member Council, there is a 13-member Advisory Committee created in the Office of the Governor that is to prepare and recommend to the Governor guidelines, programs, and activities related to health and fitness. The Committee is to recommend information and educational materials to be prepared and distributed to the public which encourage wide participation in such recommended programs. Certificates or awards bearing the Council logo or the Governor's signature, or both, are to be awarded to persons participating in health and fitness programs recommended by the Committee and adopted by the Governor. This 13-member Committee is required to meet quarterly with at least one quarterly meeting to be held in Springfield. Although Committee minutes show that this Committee is active, we found no evidence to show that the Advisory Committee has ever made formal recommendations to the Governor since the requirement was established in 1980.

An Executive Director, appointed by the Governor, administers Council activities. The Executive Director reports to the Governor's Assistant for Human Services and maintains a close liaison with the 13-member Advisory Committee. The Executive Director is assisted by six full-time staff. The Executive Director and his staff maintain offices at the Illinois Department of Public Health. Based on an Interagency Agreement, Public Health provides office space, commodities, and telecommunications to the Council. The Director of Public Health is an ex officio member of the Council's Advisory Committee. General Revenue funding for the Council is included with Public Health's annual appropriation.

In 1982, the Council was given statutory authority to develop a program of statewide amateur athletic competition to be known as the Prairie State Games, patterned after the Olympics. The purpose of the Prairie State Games is to encourage the participation of athletes representing a broad range of age groups, skill levels, and Illinois communities. The Games are open to Illinois residents. Top qualifiers from each region proceed to the final competitions, which have always been held at the University of Illinois.

The Council was given authority to solicit, accept, hold, and administer grants or bequests of money, securities, or property for use in connection with the Prairie State Games. It was also given the authority to enter into agreements or transactions with individuals, private entities, or governmental agencies as deemed necessary or appropriate for implementing the Games.

In 1986, the Illinois Health and Physical Fitness Foundation, Inc. was established as a private not-for-profit corporation exempt from federal income tax under Internal Revenue Service Code Section 501(C)(3). The Foundation is an affiliate of the Governor's Council and the Council's Advisory Committee, with an interlocking Board of Directors. The purpose of the Foundation is:

a. To provide and support educational programs and services for educators, business, government, and the general public encouraging physical fitness and sports participation by Illinois citizens;

b. To support the development and implementation of educational courses and programs encouraging physical fitness and sports participation by Illinois citizens;

c. To support and assist not-for-profit, tax-exempt organizations, government agencies, and public bodies which promote or encourage physical fitness and sports participation by Illinois citizens;

d. To develop and release publications primarily to the attainment of the purposes of the Foundation; and

e. To provide funding sufficient to implement these purposes.

In Fiscal Year 1990, the Foundation received $1,884 in donations and entry fees. Due to the small amount of funds associated with the Foundation, we did not conduct additional reviews. In 1990, the Auditor General audited the Foundation's financial statements and concluded that they were fairly presented.

COUNCIL RESOURCES

Table 1-1 shows that the Council's total expenditures for Fiscal Year 1991 were $1,028,710. This amount excludes a $200,000 pass-through grant to the Illinois Humanities Council and also excludes the value of goods and services acquired through in-kind trade

Table 1-1
Governor's Council on Health and Physical Fitness

TOTAL EXPENDITURES
Excluding Value of In-kind Trade Agreements
(Fiscal Years 1990-1991)

	FY90	FY91
General Revenue Fund		
Prairie State Games [1]	$690,048 [2]	$504,243
Personal Services	82,892	86,755
Administrative Costs	20,010	20,008
Total General Revenue Funds	792,950 [3]	$611,006 [3]
Prairie State Games Grant Fund [4]	$291,421	$417,704
TOTAL EXPENDITURES	**$1,084,371**	**$1,028,710**

[1] Includes personal, contractual, and administrative services.
[2] FY90 amount includes $490,100 in direct appropriations to the University of Illinois and a $199,948 supplemental appropriation to the Council. Entire FY91 amount appropriated to Council.
[3] Amount does not include $200,000 pass-through grant to the Illinois Humanities Council.
[4] Locally administered fund consisting of entry fees, private corporate donations, and grants from the Department of Commerce Community Affairs (1990 - $75,000 and 1991 - $35,000) and Department of the Lottery (1990 - $75,000 and 1991 - $75,000) for advertising rights.

Source: Comptroller Reports, 1991 OAG Financial and Compliance Audit

agreements. An in-kind trade agreement occurs when the Council sells or trades advertising space in Prairie State Game catalogues, brochures, or programs in exchange for goods or services. The Council could not determine the total value of its in-kind trade agreements.

The Auditor General's Fiscal Year 1991 compliance audit found that the Council does not adequately control, account for, or document the procurement and use of goods and services acquired through in-kind transactions.

The Council's total Fiscal Year 1991 expenditures also included $417,704 from the Prairie State Games Grant Fund. The Prairie State Games Grant Fund is a locally administered fund that consists of entry fees, corporate and private donations, a $35,000 grant from the Department of Commerce and Community Affairs, and a $75,000 grant from the Department of Lottery. The State agencies provide these grants to purchase advertising at the Prairie State Games. DCCA has provided funds to the Prairie State Games since 1985 and the Department of Lottery has provided financial support for the Games since 1986.

Table 1-1 expenditure information shows that the majority of the Council's resources are earmarked for the Prairie State Games. During Fiscal Year 1991, the Council spent 90 percent or $921,947 of the approximately $1.029 million in total expenditures on the Games. The remaining $106,763 was for administrative costs and some salaries for Council staff.

All seven full-time Council staff spend time on the Prairie State Games. There are no significant expenditures for any other Council programs. Thus, Council resources devoted to activities other than the Games are very limited.

SCOPE AND METHODOLOGY

This audit was conducted in accordance with generally accepted government auditing standards and the audit standards promulgated by the Office of the Auditor General at 74 Ill. Adm. Code 420.310. Audit fieldwork began in October 1991 and ended in December 1991.

We contacted responsible officials at the Governor's Council on Health and Physical Fitness, the Governor's Office, and the Illinois Departments of Agriculture, Central Management Services, Lottery, Commerce and Community Affairs, Public Health, Alcoholism and Substance Abuse, Aging, Conservation, Corrections, Transportation, the State Board of Education, and the University of Illinois. We also examined pertinent agency reports, statutes, administrative rules, CUSAS (Comptroller's Uniform Statewide Accounting System) manual procedures, and prior Auditor General compliance audit reports of the Governor's Council (1985-1990).

Additionally, we contacted representatives of agencies and organizations regarding their health and fitness programs and their relationship with the Governor's Council. These included: Association for Fitness in Business, Illinois Public Health Association, Illinois Association of Park Districts, Illinois Senior Olympics, American Heart Association - Illinois

Affiliate, Springfield Department of Public Health, Illinois Association of Health, Physical Education, Recreation and Dance, Illinois Parks and Recreation Association, Center for Sports Medicine (Peoria), Illinois High School Association, Institute for Aerobics Research, Illinois Health Care Cost Containment Council, Boys/Girls Clubs of Springfield, Springfield Recreation Department, National Congress of State Games, and Amateur Athletic Union.

We surveyed other states' governor's councils to obtain data on their operations. There are 32 governor's councils and 27 responded to our survey (84% response rate). The results of this survey are included in Appendix F.

We also surveyed other state game organizations in the United States to determine how they administered state game programs. Thirty-nine state games (out of 41 organizations) responded to our survey (95% response rate). The results of our survey are included in Appendix G.

This management audit was conducted at the same time as the Auditor General's regularly scheduled compliance audit of the Council for the year ended June 30, 1991. Work on the two audits was coordinated to avoid duplication. For purposes of this management audit, we relied on internal control testing and other management assessments performed in the compliance audit.

Audit Timeliness

Fieldwork on this audit was significantly delayed due to the Council's inability to respond to requests for meetings, documents, and other audit assistance. Although Audit Resolution 92 was adopted on May 29, 1991, no significant audit work took place until October. This delay was partly due to the Prairie State Games and the State Fair which both occur during the summer months and which fully occupied the Council's small staff. However, even allowing for these activities, the Council's responses for data requests and cooperation with the audit process was protracted or not forthcoming. Routine documents such as staff backgrounds, strategic plans, activity reports, and goals and objectives took considerable time for the Council to provide (173 calendar days for the final strategic plan, for example) or were not provided at all.

We also received no assistance from the National Association of Governor's Councils on Physical Fitness and Sports (NAGCPFS) in collecting data about other states despite several requests to NAGCPFS's Executive Director (who is also the former Executive Director of the Illinois Governor's Council). We asked the Governor's Council's current Executive Director (and President-elect of NAGCPFS) for assistance in obtaining information from NAGCPFS. However, we did not receive assistance from NAGCPFS and had to obtain information about other states on a state-by-state basis, which involved considerably more time.

REPORT ORGANIZATION

The remainder of this report is organized as follows:

- **CHAPTER 2** addresses the Council's mission and planning.
- **CHAPTER 3** addresses the Prairie State Games.
- **CHAPTER 4** includes a report summary and recommendations.

CHAPTER 2

MISSION AND PLANNING

The Governor's Council on Health and Physical Fitness has not complied with many administrative and financial accountability requirements. In addition, the Council has not adequately documented its goals and objectives, set forth measurable criteria in its planning efforts, or quantified its achievements. As a result, we could not determine what effect, if any, the Council has had on health and physical fitness, or how well it has addressed its statutory missions.

The Council's contribution to health and physical fitness programs has been obscured further by the proliferation of information, events, and activities that have taken place at all levels of society since the 1970s. We identified a large number and variety of competitive and non-competitive physical fitness opportunities for Illinois citizens of all ages and skill levels.

COUNCIL MANAGEMENT

Over the last several years, the Governor's Council on Health and Physical Fitness has had serious problems complying with the financial and management accountability requirements expected of all State agencies. In general, the Auditor General's financial and compliance audits have reported breakdowns in accounting for receipts, obligations, and expenditures. The following summary of findings from Council compliance audits since 1985 shows recurring weaknesses in management oversight of internal controls related to employees, programs, and financial practices:

- Since 1987, the Council has not maintained adequate records of its fiscal operations and has been unable to prepare its financial statements in accordance with generally accepted accounting principles. Consequently, the Council has not had sufficient financial information to prepare an accurate "GAAP Reporting Package" since 1987.

- Since 1987, the Council has not uniformly enforced rules and regulations of the Prairie State Games regional competitions. This weakness has resulted in the loss of cash and commodities.

- Since 1985, the Council's purchase of commodities for the Prairie State Games has not been adequately controlled and accountability has been lost.

- Since 1985, the Council has either not deposited cash collected at the Prairie State Games tryouts with the State Treasurer in the time allowed by statute or has not had adequate receipt-control procedures to ensure that all monies were received and properly deposited.

Based on the inadequacies of the Council's financial records, internal control weaknesses, and other audit findings, the Legislative Audit Commission began requiring annual audits of the Council after the 1989 audit. In the 1987, 1989, and 1990 audits, the Auditor General issued unfavorable opinions on the Council's financial statements. In the 1991 audit, the Auditor General was unable to audit the Council's financial statements because of the pervasive nature of noncompliance problems.

COUNCIL MISSION AND VALUE STATEMENTS

One of the recurring findings in the Auditor General's compliance audits in 1985, 1987, 1989, and 1990 was that the Council had inadequate or nonexistent long-term strategic plans to monitor progress toward achieving its mission. For 1992, the Council developed a planning document listing general goals. Based on this effort, the 1991 compliance audit did not repeat the finding.

In another Council planning document, the following series of values were presented:

1. We value the need to develop, strengthen and coordinate services and programs of fitness for the people of Illinois;

2. We value the need to work with local governments and communities to develop fitness programs;

3. We value the need to facilitate and coordinate interagency cooperative programs pertaining to physical activity and exercise and serve in an advisory capacity to any state agency requiring expertise in this area;

4. We value the development and enhancement of quality school health and physical education programs and should assist with that process;

5. We value encouraging employee fitness programs in public agencies and private companies;

6. We value the encouragement of cooperative programs with medical, dental and other professional societies to promote sound personal health and physical fitness;

7. We value and recognize the need to enlist the support of citizens, civic groups, amateur and professional sports associations and voluntary organizations to promote and improve fitness;

8. We value sponsoring fitness workshops, clinics, conferences and other special emphasis activities;

9. We value the need to collect and disseminate pertinent fitness information and initiate public service advertising programs;

10. We value the stimulation of fitness research;

11. We value the need to recognize outstanding programs, developments, contributions and achievements in fitness;

12. We value the need to complement and supplement the effort of the President's Council on Physical Fitness and Sports.

While we believe the Council has made an effort in stating its values, goals, and objectives in its 1992 plan, we also believe that the Council needs to relate its planning effort more closely to statutory mandates. The Council's planning documents did not include a description of each program, targeted populations, projected funding sources, specific duties of the Council, specific duties of other agencies, and desired program results. The Council also did not establish specific criteria to measure program results and Council accomplishments. Based on our review of Council activities and available information, we could not determine what effect, if any, the Council has had on health and physical fitness.

We also could not determine the impact of the Prairie State Games on health and fitness. Although the Council participates in regular logistical planning sessions for the Games through the Prairie State Games Steering Committee (Chapter 3) and Council records show that participation in the Games has increased from 8,174 participants in 1988 to over 13,000 total participants in 1991, the Council's planning documents do not contain any specific goals related to the Games. For example, the Governor's Council on Health and Physical Fitness Act states that the Games should encourage the participation of athletes representing a broad range of "age groups, skill levels, and Illinois communities." However, the Council has not set goals to create outreach efforts to increase participation by specific population group or skill level such as adults (80 percent of the participants in the 1991 Games were school age - elementary through high school), economically and socially disadvantaged individuals, or individuals from particular geographic regions. Without specific outreach efforts and monitoring mechanisms to analyze if the Games are fulfilling a definite purpose, the Prairie State Games may continue to grow but their impact on improving the health and well-being of Illinois citizens may never be known.

Role of Governor's Office

According to the Governor's Assistant for Human Services, the Governor's Office has begun exercising more control over Council staff activities since February 1991. The Council's Executive Director is expected to report to the Governor's Assistant at least once every two weeks. All Council employees are expected to follow the personnel code applicable to all Governor's Office staff. Additionally, due to the large amount of travel required, Council staff are now required to submit weekly itineraries to the Executive Director. Council staff are also expected to leave a contact telephone number at their destination and call the office upon arrival.

The Governor's Assistant for Human Services also identified some areas where the Governor's Office is taking a more active role in Council programs. The Governor's Assistant now approves all Council program initiatives; previously, this was the role of the Council's Advisory Committee. The Council must also discuss any program alterations with the Governor's Assistant. As of January 1, 1992, the Council's Executive Director must forward to the Governor's Assistant information regarding public/private partnerships for programming. The Governor's Office also now requires the Council's Advisory Committee to forward a written document following each quarterly meeting.

RELEVANCE OF THE COUNCIL'S MISSION

The mission and values the Governor's Council is trying to achieve may be less important today than when the Council was created in 1977. This is due to the increased public awareness of the importance of physical fitness and the proliferation of fitness opportunities in recent years. The Facts on File Dictionary of Fitness states that:

> "The fitness movement that began in this Country in the early 1970s . . . has had a profound impact on the lifestyles of millions of people, and the message of health and fitness it developed is now part of the fabric of our society. This deep national interest in health, diet, and physical fitness has created its own growth industries in clothing, shoes, equipment of all kinds, and a proliferation of information on the subject in the form of books, special-interest magazines, and audio and video tapes."

This statement is supported by the President's Council on Youth Fitness and Sports which stated: "The United States has more physical educators, more health educators, more gymnasia, more swimming pools, and more recreational opportunities than any other country in the world" (emphasis added).

Appendix H provides details on over 100 of the many federal, state, local, and private organizations, programs, and publications related to health and fitness.

The Governor's Council has also acknowledged the proliferation of health and fitness opportunities. The following statement appeared in the introduction to a published report on the Carle Foundation/Prairie State Games Sports Medicine Seminar:

> "Currently, there is considerable activity in health promotion and education at local, state, and national levels sponsored by public and private agencies to promote physical fitness. These efforts involve many types of activities and are undertaken for various motives. In addition, less formal but potentially very effective influences and messages about physical fitness and health issues are seen in advertising, the popular arts, and the written and electronic media. Often these health promotion and education programs target specific programs or products. Such approaches, often with conflicting messages, have created difficulties. A major problem presented by this situation is the duplication of efforts and the unnecessary competition for people's attention and allocation of resources. Although many of the existing approaches are thoughtful and effective, there is little coordination of these programs and activities, causing duplication and inefficiency of effort and resource allocation." (emphasis

added) (Source: PRN Monograph, Third Annual Prairie State Games Sports Medicine Seminar. Project of the Illinois Governor's Council on Health Physical Fitness. Sponsored by the Carle Foundation.)

The abundance and general availability of physical fitness opportunities makes it easier to find these programs and thus reduces the need for external coordination. However, there are many sources for interested parties to use in identifying available programs. An extensive list of programs is contained in The Family Fitness Handbook (Penguin Books, 1989). Current events for cities throughout the country are listed in Sports Market Place (Sportsguide, Inc., Princeton NJ) or The Official Directory of Festivals, Sports & Special Events (International Events Group, Chicago). International Events Group also publishes a bi-weekly events update called Special Events Report.

We also found that there is an increasing amount of public participation in non-structured or non-competitive fitness activities. Recreational walking has become so popular that it is often used as a fund-raising event; during fieldwork, we noted pledge walks conducted by such diverse groups as United Cerebral Palsy and the Sangamon State University women's athletic program. Non-competitive activities such as walking, jogging, aerobics, and the use of home fitness equipment allow individuals to take responsibility for their own fitness and do not require formal coordination. Illinois citizens can participate in a variety of non-competitive activities at numerous parks, recreational areas, and bike trails throughout the State.

COUNCIL FUNCTIONS

The Council's primary effort toward fulfilling its mission is the Prairie State Games. Chapter One showed that the majority of Council staff time and approximately 90 percent of their Fiscal Year 1991 expenditures were earmarked for the Games.

The Council also plays a supporting role in programs funded by other State agencies and organizations including the Department of Alcoholism and Substance Abuse, the Department on Aging, the Association for Fitness in Business, the Institute for Aerobics Research, and the Illinois Association for Health, Physical Education, Recreation, and Dance. The Council has provided some level of support for annual health promotion events (Legislators' Fitness Day, National Health and Employee Fitness Day), research studies (Steroid Awareness, Exercise and Fitness Intervention Program for At-Risk Youth), and awards programs (Senior Leadership Award, Health Promotion Sites). Council staff have also produced television shows through the Springfield Community Access Network and staffed an activity tent at the State Fair. Appendix D contains a description of the Council's

role in health and fitness programs during 1990-1991. Appendix D also contains available information on the sources of funding for each program and describes the roles of other organizations.

Council Endorsements

The Council's endorsement allows an event to use the Council's logo for advertising purposes. The Council provides no appropriations or administrative assistance to endorsed events. Upon approval from the Council's Health and Physical Fitness Advisory Committee, the Council endorsed the following events in 1990 and 1991:

Triton College Fun and Fitness Day
Chicago Old Style Marathon
Illinois Senior Olympics
Bicycle Across Magnificent Miles of Illinois
True Value - Mile Training Program

There are no specific written minimum criteria an event must meet before being endorsed. The Council has endorsed events without examining and discussing the event's equipment, medical services, insurance contracts, event-monitoring capabilities, or target populations. The Council also endorsed events without a physical inspection of the event site. Finally, the Council has no specific guidelines or criteria for renewing endorsements or for monitoring the impact of its endorsements. According to the Council's guidelines for logo usage, "the burden is on the sponsor to justify the Council's cooperation and to ensure effective attention to health and fitness concerns."

Potential Legal Liability From Endorsements

The Council's lack of criteria for issuing endorsements increases the risk that the State could be exposed to a legal liability in the event of an accident or injury at a Council-endorsed event. The State may be held liable for participants' legal claims, even though the Council provided no funds or administrative input. The courts may ask the State to pay damages if participants making claims can prove they entered the event based on the Council's endorsement. The potential for a State liability would increase if the Council endorsed an event that did not require the plaintiff to sign a waiver form or endorsed an event that a plaintiff subsequently proved was unsafe.

CHAPTER 3

PRAIRIE STATE GAMES ACTIVITIES

The Prairie State Games received 67 percent of its total cash expenditures (excluding the indeterminable value of in-kind trade agreements) from State funds; the National Congress of State Games recommends that no more than 33 percent of a games' total budget come from the State. Our survey of other states showed that 19 of 39 state games organizations received no state funding and 11 of the remaining 20 state games received 33 percent or less of their funding from the state. Of the 19 state games that did not receive any state funds, 16 were administered by private not-for-profit corporations.

We also found that the Governor's Council purchases items for the Games (food, lodging, uniforms, media coverage, and entertainment) that provide no identifiable physical fitness benefit to participants. In addition, we identified three other Olympic-style events in Illinois that are similar to the Prairie State Games. None of these other events receive State appropriated funding.

PRAIRIE STATE GAMES ADMINISTRATION

In 1982, Public Act 82-893 placed administrative responsibility for the Prairie State Games under the Governor's Council. State amateur games are patterned after the Olympic Games. Regional competitions are held throughout the State and the top qualifiers proceed to the finals competition.

The Games account for the majority of Council expenditures and staff duties. Table 3-1 and the following descriptions summarize the network of paid contractual and staff employees who help administer the Games.

- **Council Staff** - The Executive Director of the Council serves as Executive Director of the Prairie State Games. Other Council employees involved in administering the 1991 Prairie State Games included a Director of Operations and Corporate Development, Director of Promotions and Public Relations, Fiscal Officer, Computer

Analyst, and Administrative Assistant. The remaining member of the Council's staff is also listed in the 1991 Prairie State Games' brochure as part of the Games' administrative staff. The Council paid $204,151 in staff salary costs during Fiscal Year 1991.

- **Steering Committee** - A committee for planning the Prairie State Games that consists of members of the Council, the University of Illinois, the General Assembly, and other individuals related to the Games.

- **University of Illinois** - In addition to participation on the Steering Committee, the University of Illinois has hosted the finals competitions since the Games began in 1984. According to the Governor's Council on Health and Physical Fitness Act (Ill. Rev. Stat. 1989, ch. 111 1/2, par. 2703a et seq.), the competitions are to be held "at a site geographically centered in the State with the necessary facilities and equipment for conducting the competitions." Prior to Fiscal Year 1991, the University of Illinois received a direct appropriation to host the Prairie State Games. The Council now receives these funds and has entered into two consecutive no-bid contracts with the University of Illinois to host the finals competitions.

- **Regional Directors** - Individuals in Prairie State Games regions who help coordinate regional and finals competitions. In 1990, the Council contracted with 8 regional directors at $5,000 each, including expenses, for a total cost of $40,000.

- **Assistant Regional Directors** - A maximum of two Assistant Regional Directors are allowed in each of the Prairie State Games regions I-IV. Each of these eight Assistant Regional Directors is paid $500 for a total cost of $4,000.

- **Site Directors** - Individuals in Prairie State Games regions V-VIII who are responsible for increasing participation in regional activities, recruiting staff and coaches, coordinating media coverage, and organizing events. In 1990, 16 site directors were paid $1,500 for a total of $24,000.

- **Assistant Site Directors** - There were 32 Assistant Site Directors for the Games in 1990. Each Assistant Site Director was paid $250 for a total cost of $8,000. This amount does not include any payments for expenses.

- **Sports Coordinators** - Individuals who are responsible for promoting and coordinating sports competitions for the Games. In 1990, 16 sports coordinators in regions I-IV were paid $250 for a total of $4,000.

- **Registrars** - Individuals who collect applications, waivers, and fees at tryout sites and regional festivals. In 1990, four registrars in regions I-IV were paid $500 each for a total of $2,000 and four registrars in regions V-VIII were paid $750 each for a total of $3,000.

Table 3-1
Governor's Council on Health and Physical Fitness

PRAIRIE STATE GAMES PERSONNEL COSTS
(Fiscal Year 1990 - Except As Noted)

POSITION	UNIT COST	NUMBER OF POSITIONS	TOTAL COST
CONTRACTUAL:			
Regional Directors	$5,000	8	$40,000
Asst. Regional Directors	500	8	4,000
Site Directors	1,500	16	24,000
Asst. Site Directors	250	32	8,000
Sports Coordinators	250	16	4,000
Registrars (Regions I-IV)	500	4	2,000
Registrars (Regions V-VIII)	750	4	3,000
Interns (FY 1991)	400	5	2,000
Assistant Director	12,000	1	12,000
Procurement and Security Coordinator	5,000	1	5,000
Finals Host Committee Coordinator	5,000	1	5,000
Television Producer	35,000	1	35,000
Champaign-Urbana Visitors Bureau	25,000	1	25,000
TOTAL CONTRACTUAL		98	$169,000
COUNCIL STAFF (FY 1991)*		7	$204,151
TOTAL PERSONNEL		105	$373,151

*Note: Council staff devote some time to activities other than the Prairie State Games

Source: Governor's Council on Health and Physical Fitness

- **Student Interns** - The Council contracted with five college students to assist with the 1991 Prairie State Games. Each intern received $400 for a total cost of $2,000.

- **Prairie State Games Host Committee** - This committee of the Champaign-Urbana Visitors and Convention Bureau provides information at the finals competitions regarding the Games and area services. The Council also paid the Champaign-Urbana Visitors and Convention Bureau $25,000 in 1990 to provide various "professional communication/media relation services for the Prairie State Games."

- **Miscellaneous Contractual Assistance** - The Council contracts with individuals to perform a variety of administrative functions. Recent contractual employees included an Assistant Director ($12,000), Procurement and Security Coordinator ($5,000), Finals Host Committee Coordinator ($5,000), and the Producer of Prairie State Games television show ($35,000). The Council also paid $9,679 in 1991 under the terms of the Games' current insurance contract with City Securities Corporation of Indianapolis, Indiana.

According to Council figures, there were 13,541 participants in the 1991 Games; these figures show that approximately 1/10 of one percent of the State's total population was involved in the 1991 Games. The Council estimates that approximately 4,400 individuals competed in the finals. In 1991, 17 of the 28 sports held at the regional competitions advanced to the finals. The Games include competitions in aerobic sports (running, swimming) and non-aerobic sports (golf, archery). Also, in conjunction with the Prairie State Games, the Council co-sponsors an annual Sports Medicine Seminar with Carle Foundation and an annual Coaching Effectiveness Seminar sponsored and conducted by Human Kinetics Publishing's American Coaching Effectiveness Program.

Statutory Conflict

The Governor's Council on Health and Physical Fitness Act states that "the Games shall be designed to encourage the participation of athletes representing a broad range of age groups, skill levels, and Illinois communities." The competitive focus of the Games and the emphasis on athletes may not be the most effective method to fulfill the Council's overall statutory mission of encouraging "Illinois citizens to participate more actively in health and fitness activities." Although any Illinois citizen may try to qualify for the finals competitions, the technical expertise required to compete in some events (diving, gymnastics, wrestling) and the level of fitness required to compete in other events (cross-country running, decathlon, pentathlon) may serve to exclude the average citizen or casual practitioner. The caliber of athlete generally attracted to the Prairie State Games is perhaps the group least likely to need encouragement from the Council to participate in health and fitness activities.

Information provided by the Council also showed that 80 percent of 1991 Prairie State Games total participants were of school age (elementary through high school). Any of these students who attend school in Illinois are already learning and practicing the value of physical fitness through the State's mandatory physical education program. Illinois requires daily physical education and comprehensive health education for schoolchildren from kindergarten through grade 12 (Illinois School Code 1990, Section 27-6). Students are also required to receive education regarding alcohol and drug abuse, steroid abuse, and self-destructive behavior by the time they complete high school. The Illinois State Board of Education implements these programs and seeks technical advice from the Illinois Association for Health, Physical Education, Recreation, and Dance. In addition to these activities in schools, the Illinois High School Association organizes and administers athletic competitions in 24 sports.

Potential Legal Liability From Prairie State Games

An annual average of 265 injuries occurred to Prairie State Games participants between 1984 and 1986. In addition, two to four potentially life-threatening incidents (heat stroke, spine injuries to wrestlers) occurred during the Games in each of these years. Based on these statistics, there are several legal concerns related to the Prairie State Games that should be addressed to minimize the State's potential legal liability:

- **Waiver Form** - The Council's insurance policy requires that each participant be covered by insurance for at least $25,000. The Prairie State Games waiver form does not include a provision for the participants to attest that they carry this amount of coverage in the event of an injury. Although the applicant booklet states that participants must be insured, it does not identify the extent of the coverage required. By not including the requirement in the waiver form, the State has less legal standing to prove the applicant was aware of, and consented to, the insurance requirement.

  There are three other points regarding waiver forms. First, waiver forms do not protect the Council or any other entity in the event of gross negligence. Second, the Council's insurance policy does not cover injuries which result from a pre-existing condition. Third, waiver forms must be signed and collected to be of legal value for the State. The Auditor General's 1991 compliance audit of the Council found that waiver forms were not adequately completed at 10 of 20 Prairie State Games regional sites.

- **Insurance Policy Exclusions** - The Council's Regional Director's Manual does not list specific items that the Council's insurance policy does not cover. Items not covered include injuries arising out of special events and entertainment, which have been included at regional festivals. In addition, the Prairie State Games finals competitions include an indoor fireworks display in the Assembly Hall at the

University of Illinois which would not be covered by the Council's insurance policy. Further, the Council's insurance policy also only covers compensatory damages (the amount to render the victim whole again) and not punitive damages that may be awarded in the event of gross negligence.

- **Cancellation Due to Lack of State Funding** - A court, under the doctrine of restitution, may award a party compensation if another party is unjustly enriched. This award is applied without regard to the contract between the parties. Therefore, if the Games were canceled due to a lack of State funding and the Council had already spent a corporate sponsor's donation, the State may be held liable for restitution despite the fact that the contract does not provide for any such refund.

STATE GAMES IN OTHER STATES

The National Congress of State Games is a membership organization for state games in the United States. The National Congress was organized for the purpose of sharing and developing information and resources for the organization and improvement of state games. The organization has developed a detailed Start up Manual for Developing State Games Organizations. The organization suggests that by minimizing state funding a state may increase private support:

> "It is recommended here that a developing state set up initial revenue sources with no more than 33% of the total budget coming from the state. . . . History has shown that states that have relied too heavily on state funding have a difficult time recruiting the private corporate dollar when the games have been identified for several years as a state funded event. The best scenario is a combination of public and private funds, with no more than 33% coming from the state."

Illinois' level of state funding for the Prairie State Games exceeds the 33 percent maximum recommended by the National Congress. We found that 67 percent ($614,243) of the Prairie State Games total cash expenditures ($921,947) in Fiscal Year 1991 came from State sources.

Nineteen state games (49%) responding to our survey received no state funding; 16 of these are administered by private not-for-profit corporations. At least three state games we surveyed had received state funding at one time but are now operating with only private corporate support. Games without state funding rely not only on corporate cash donations but also on in-kind trade agreements, entry fee revenues, concession revenues, and ticket sales. There are several other options for reducing the cost of state games:

- **Enlist the Support of Local Governments** - Some states solicit bids from prospective host cities interested in hosting the games. Local governments in these states are willing to help organize and promote a quality games event with the hope that it will bring favorable publicity and economic development to their city. A total of 28 state games are hosted by local governments. The University of Illinois has hosted the Prairie State Games since their inception in 1984. The contracts between the Council and the University have never been bid.

- **Establish a Network of Unpaid Volunteers** - Although the Council does use volunteers, Table 3-1 shows that the Council spends approximately $370,000 in annual personnel costs to administer the Games. Approximately one-half of this amount was paid to a network of administrators under contract with the Council. Other small contractual payments included a $375 payment to the Council's Executive Director's 12-year-old child for attaching ribbons to medals and a $100 payment to his 8-year-old child for performing a similar task.

  The National Congress of State Games suggests using unpaid volunteers to assist with sports competitions, office support, data services, and special events. According to the National Congress, community-wide volunteers should be recruited through local community service and volunteer agencies to create networking opportunities with local businesses and agencies. The National Congress suggests that sources of unpaid volunteers include local sport governing bodies (U.S. Swimming, Inc., U.S. Tennis Association, etc.), sponsor employees, community volunteer agencies (Rotary Clubs, Optimist Clubs, Jaycees, Girl Scouts, Boy Scouts, church youth groups, etc.), senior citizen groups, college sports teams, and accounting firms. Many state games and other fitness programs, such as the Illinois Special Olympics and Amateur Athletic Union events, rely on unpaid volunteers to coordinate and administer their events.

- **Reduce Unnecessary Costs** - The Governor's Council is paying for merchandise and services that provide no physical fitness benefit for Prairie State Games' participants. Illinois is the only State Games organization we surveyed that provides housing, meals, and uniforms to finalists. Some Prairie State Games regions provide bus transportation for athletes to attend the finals in Champaign. Illinois also provides meals and T-shirts to volunteers working at the Games. Most states give a T-shirt paid for through entry fees to participants only. One other state (New York) issued uniforms to participants and a few other states provided meals for volunteers.

  We could not determine an exact amount the Council spent on non-essential services and merchandise based on available records. However, the University of Illinois provided a statement of costs for the 1991 finals competitions including opening ceremonies (fireworks, entertainment, etc. - $14,445), food ($39,911), and dormitory lodging ($60,453). The Council budgeted $95,650 for uniforms and T-shirts in Fiscal Year 1991. The cost of the Finals Host Committee Coordinator ($5,000) and the

Producer of the Prairie State Games television show ($35,000) are additional costs that do not enhance the physical fitness of Games' participants.

CORPORATE SPONSORSHIP OF SPORTING EVENTS IS INCREASING

Corporate sponsors are becoming more involved in sponsoring sporting events. When the fitness boom began in the 1970s, only a few companies had special events or sports marketing departments, now there are approximately 400. Well-known sporting events sponsored by corporations include the Old Style Chicago Marathon, the Sunkist Fiesta Bowl, and the Manufacturers Hanover Corporate Challenge Series. According to the newsletter Special Events Report:

> "Companies suddenly woke up and realized that they can build awareness of their products pretty cheaply by sponsoring an event. After that they started to form special events and sports marketing departments to supplement their advertising and promotion programs."

A company can benefit in many ways by sponsoring an event. It can build consumer awareness of its products relatively inexpensively as compared with the cost of a national advertising campaign; it can distribute samples of products to a captive audience; and it can obtain free television and print coverage.

Traditionally, event producers would plan and execute an event and sell sponsorships to corporations. This is how the Prairie State Games receives part of its funding. However, many sponsor companies now have their own special events departments and run the events themselves. Also involved in sports marketing activities are marketing liaisons —— companies that will either produce events for sponsors or serve as a link between the producers and the sponsors. Sports marketing firms (for example, ProServ and Advantage International) and many other advertising and public relations firms are considered marketing liaisons.

The Texas state games have taken advantage of the growing corporate interest in having their name associated with a sporting event. The Texas games have an agreement with their corporate sponsor, Pepsi, to call the event the Pepsi State Games. The Pepsi State Games receive no funding from the State of Texas and are administered solely by the Texas Amateur Athletic Federation (TAAF). TAAF is a federation of approximately 150 park and recreation associations in Texas. TAAF is governed by a 22 member board of directors.

Cities interested in hosting the Texas games submit bids to TAAF and to the board. Host cities are responsible for the games operation (raising funds and providing venues, opening ceremonies, souvenir programs, etc.). External auditors review TAAF and report to the board of directors. Texas does not provide housing, meals, uniforms, or transportation to participants.

OTHER OLYMPIC-STYLE COMPETITIONS IN ILLINOIS

We identified three other Olympic-style athletic competitions that are similar to the Prairie State Games. None of the events receive state appropriated funding or administrative assistance.

Amateur Athletic Union Events

The AAU (Amateur Athletic Union of the United States) provides a variety of athletic programs throughout the year for all ages. The AAU is the largest not-for-profit organization in the United States dedicated to the promotion and development of amateur sports and physical fitness programs. The AAU is composed of 62 affiliated associations that operate as separate not-for-profit volunteer organizations within defined geographical territories with charters to coordinate AAU activities. The AAU estimates that 4,500 member clubs and tens of thousands of volunteers assist with AAU events nationwide. Five uncompensated volunteers coordinate AAU competitions and volunteer assistance in Illinois.

The AAU Youth Sports Program began in 1949 and provides an opportunity for youths aged 8-18 to participate in 20 sports at local, regional, and national levels. The program makes organized athletic competition available to all youths, regardless of formal training, experience, or skill level. As with all AAU activities, the Youth Sports Program is designed to provide competitive opportunities without over-emphasizing athletic excellence. In 1991, there were approximately 4,000 participants in Youth Sports Program events held in Illinois.

Illinois youths are also eligible to qualify for the AAU/USA Junior Olympics, which is an annual showcase event of the Youth Sports Program. In 1991, more than 5,800 amateur athletes representing all 50 states competed in 13 different sports during the eight days of competition.

The AAU also sponsors an Adult Sports Program which offers competitions in 37 sports for any adult age 19 and over. Like the Youth Sports Program, the AAU Adult Sports Program is conducted at the grassroots level through its affiliated associations. In 1991, approximately 1,000 adults participated in Adult Sports Program events held in Illinois.

Since 1943, the Chrysler Fund/AAU Physical Fitness Program has tested and examined the physical capabilities of America's youth while setting standards designed to motivate the development of physical fitness. The program is currently conducted in over 43,500 elementary and secondary schools nationwide on an annual basis and features awards for each participant and a fitness kit. The fitness kit for schools includes motivational posters, instructional/motivational video, computer software package, fitness curriculum, nutrition curriculum, and a home fitness curriculum.

The AAU also administers awards programs sponsored by the President's Council on Physical Fitness and Sports. The President's Challenge Youth Physical Fitness Awards Program was established in 1966 to motivate youngsters aged 6-17 to achieve a basic but challenging level of fitness. Indiana University's School of Health, Physical Education and Recreation uses data from tests conducted through this program to determine the status of physical fitness in schools.

The AAU also administers the Presidential Sports Award for adults. The President's Council on Physical Fitness and Sports developed the program in 1972 to motivate adults to be physically active on a consistent basis. All persons 15 years of age or older are eligible to earn a Presidential Sports Award in any of 51 separate sports and activities.

Overall, the AAU provides numerous health and fitness opportunities for all age groups throughout the year. Specific programs such as the Youth Sports Program and the Senior Sports Program have controlled costs by allowing the governing body for each sport to organize its own event. These programs also rely heavily on networks of uncompensated volunteers. Representatives of the AAU in Indianapolis, Indiana, have suggested that the AAU network could assist in promoting and coordinating state games events.

Illinois Special Olympics

The Illinois Special Olympics provides year-round sports training and athletic competition in a variety of Olympic-type sports for children and adults with mental retardation. The Illinois Special Olympics, Inc. is a not-for-profit organization that does not receive appropriated funds or administrative support from the State or federal government. It is governed by a Board of Directors which approves all programs, operations, and activities. The Board is comprised of Illinois residents from a variety of communities and backgrounds. A network of volunteers also helps train and coach the athletes.

The Illinois Special Olympics offers approximately 150 local and area competitions throughout the year in 16 sports. Area winners participate in a Statewide competition. Winners from state events can advance to the International Special Olympics. There were approximately 20,000 participants in the Illinois Special Olympics during Fiscal Year 1991. No entry fee is charged; the Special Olympics receives funding from individual and corporate donations, foundation grants, service clubs, and special events. The Illinois Special Olympics, Inc. raised approximately $2.5 million in Fiscal Year 1991 to conduct these events.

Illinois Senior Olympics

The Illinois Senior Olympics offers statewide competitions and activities for participants 55 years of age or older. The Illinois Senior Olympics, Inc. provides the events without funding from the State. The Illinois Senior Olympics advisory board includes representatives from the Springfield Recreation Department, Springfield Convention and Visitors Bureau, Springfield Park District, Senior Center, and the YMCA. The City of Springfield and corporate sponsors fund the event. There is a $15 entry fee and participants receive the competition results, a record book, and a T-shirt. State finalists may qualify for the National Senior Olympic Games competitions.

CHAPTER 4

SUMMARY AND RECOMMENDATIONS

The principal audit determinations contained in Legislative Audit Commission Resolution Number 92 were: 1) whether other State agencies could effectively undertake the programs sponsored by the Council at a cost savings to the State; and 2) whether such a consolidation would result in the elimination of any duplication of health and fitness programs in the State.

In general, we found that the only major program undertaken by the Council was the Prairie State Games. The Council's involvement in most other health and fitness programs is largely advisory or supportive and, with few exceptions, these programs would be undertaken without the Council's involvement. Because the Council does not contribute funds or material resources of any significance to any other program besides the Prairie State Games, there would not be any measurable cost savings to the State if the Council were no longer involved in these other programs.

Because the Games are the only major program that depends on Council support for its continued existence, it was the only Council program we considered for consolidation or elimination. We concluded that the Prairie State Games do not directly duplicate any other State health and fitness program because no other State agency administers an Olympic-style athletic competition; therefore, the Games could not be readily consolidated into an existing State program. In essence, the Prairie State Games are really just one of the many other ongoing public and private athletic events in which citizens of Illinois can choose to participate.

By a very broad measure, the Council has addressed its principal mission of encouraging Illinois citizens to participate more actively in health and fitness activities. The Council has had some level of involvement with other programs, has attempted to promote health and fitness activities, and has developed the Prairie State Games, a program of State-wide athletic competition. It is evident, however, that Council functions and programs could have been better managed and carried out at less cost. Any number of other State agencies could reasonably be expected to successfully administer the Games, probably without the magnitude of management and financial accountability problems prevalent within the Council.

An issue more basic than how well the Council has performed its functions, or whether another agency might perform them better, is whether the functions and programs contained in the Governor's Council on Health and Physical Fitness Act need to be conducted any longer by the State. The physical fitness boom of the 1970s and 1980s, and the resulting proliferation of health-related activities and opportunities, may have made the Council's mission of trying to "encourage Illinois citizens to participate more actively in health and fitness activities" less urgent for the 1990s. Today, there are many competitive and non-competitive health and fitness opportunities available to Illinois citizens of all ages and skill levels through local, State, federal, and private agencies and organizations.

We found that the Prairie State Games is similar in many respects to other programs that do not receive state appropriated funds, such as the Amateur Athletic Union's Youth and Adult Sports Programs, the Illinois Senior Olympics, and the Illinois Special Olympics. We also found that other states have established state games with little or no state funding or administrative support by not incurring unnecessary costs, establishing effective networks of unpaid volunteers, allowing cities to bid for the right to host the games, and organizing not-for-profit entities that rely completely on private donations to fund athletic and administrative costs.

Based on the results of this audit, we conclude that there are many available cost-saving alternatives to the way the Governor's Council on Health and Physical Fitness is currently structured. These range from simply eliminating funding for the Council and the Prairie State Games, which would save the State approximately $600,000 in appropriated funds, to changing the scope and funding of Council activities. Even if the Council and Games were totally eliminated, there are many health and fitness alternatives available to Illinois citizens.

MATTERS FOR CONSIDERATION BY THE GENERAL ASSEMBLY

The General Assembly may wish to consider eliminating funding for the Governor's Council on Health and Physical Fitness and Prairie State Games. The following issues may be considered:

1. **The Governor's Council funds only the Prairie State Games and provides only limited support to some other programs.**

2. There are numerous other health and fitness opportunities available in Illinois from a variety of sources that do not receive State appropriated funds such as the Illinois Special Olympics, the Illinois Senior Olympics, and the Amateur Athletic Union's Youth and Adult Sports Programs.

3. Many other states conduct games without receiving funding or administrative support from their state.

If the General Assembly chooses to continue funding the Governor's Council and the Prairie State Games at some level, it may wish to consider revising the Governor's Council on Health and Physical Fitness Act (Ill. Rev. Stat. 1989, ch. 111 1/2, par. 2701 et seq.) to:

1. Make the Council's statutory mission statement more relevant to today's health-conscious society and easier for the Council to translate into attainable and measurable goals and objectives. The revised mission statement could include specific activities the Council is to perform, population groups these activities should target, and desired results from Council activities.

2. Eliminate the geographic restrictions on where the Prairie State Games finals can be held. This will allow local governments, universities, and other groups throughout the State to competitively bid to host the Games.

3. Specify the administrative structure of the Prairie State Games in order to limit the number of full-time and contractual employees and to require the maximum use of volunteers.

4. Require the Council to implement, as soon as possible, the recommendations in the Auditor General's 1991 compliance audit.

The following recommendations apply if the General Assembly continues to fund the Governor's Council on Health and Physical Fitness or the Prairie State Games at some level.

AGENCY RECOMMENDATIONS

The Governor's Council on Health and Physical Fitness should:

1. Minimize Prairie State Games payments for services and merchandise that do not contribute to the health and fitness of participants. These items include uniforms, food, lodging, transportation, and opening ceremonies.

2. Enlist the support of volunteers and service organizations to assist with the Prairie State Games. Determine if some paid contractual positions could be assumed by volunteers.

3. Reevaluate current staffing structures and determine if some full-time positions could be reduced to part-time status.

4. Add a statement to the Council waiver form stating that each participant attests to having at least $25,000 in insurance coverage or change the insurance contract.

5. Add a statement to the Regional Director's Manual identifying which specific items and activities are not covered by the Council's insurance policy.

6. Adopt and use specific criteria and review procedures before endorsing events and giving them the right to use the Council logo.

7. Develop long-term plans that include for each projected program initiative a description of the program, specific targeted populations, projected funding sources, specific duties of the Council, specific duties of other agencies, and desired program results.

8. Establish more specific criteria to measure program results and Council accomplishments.

Governor's Council on Health and Physical Fitness Response

The Governor's Council did not agree with our major conclusions, methodologies, or recommendations. The Council's response was 20 pages long and discussed similar issues in more than one place. In order to avoid misrepresenting the Council's position by reprinting passages out of context, we did not include excerpts of the Council's response within the text of this report. See Appendix I for the Council's full response.

APPENDICES

APPENDIX A

AUDIT RESOLUTION

RESOLUTION NO. 92
Presented by Representative Parcells

WHEREAS, the Governor's Council on Health and Physical Fitness was formed in 1978 to encourage broader participation of Illinois residents in health and fitness activities;

WHEREAS, the Council received $815,600 in appropriations from the General Revenue Fund in Fiscal Year 1991 and employed 7 staff to carry out its mission;

WHEREAS, the Council has sponsored such programs as the Prairie State Games, the Illinois Senior Olympics, and various other physical fitness and health-related activities;

WHEREAS, Auditor General compliance audit for the two years ending June 30, 1989 reported that the Council failed to develop a strategic plan with goals objectives, timetables, and monitoring systems for calendar years 1988 and 1989;

WHEREAS, questions have been raised regarding whether the programs offered by the Council could be carried out by other State agencies, thereby eliminating the need to fund the Council; and

THEREFORE BE IT RESOLVED, by the Legislative Audit Commission of the State of Illinois that the Auditor General is directed to conduct a management audit of the Governor's Council on Health and Physical Fitness; and

BE IT FURTHER RESOLVED that this audit shall include, but need not be limited to, determining whether other State agencies could effectively undertake the programs sponsored by the Council at a cost savings to the State; and whether such a consolidation would result in the elimination of any duplication of health and physical fitness programs in the State.

BE IT FURTHER RESOLVED that the Governor's Council on Health and Physical Fitness, the University of Illinois, the State Board of Education, the Department of Alcoholism and Substance Abuse, and any other State agencies or entities which may have information relevant to this audit shall cooperate fully and promptly with the Office of the Auditor General in the conduct of this audit; and

BE IT FURTHER RESOLVED that the Auditor General shall commence the audit immediately and report his findings and recommendations as promptly as possible in accordance with the provisions of the Illinois State Auditing Act.

Adopted this 29th day of May, 1991.

Senator Aldo A. DeAngelis
Cochairman

Representative Andrew J. McGann
Cochairman

Senator Sam M. Vadalabene
Secretary

APPENDIX B

GOVERNOR'S COUNCIL STATUTE

GOVERNOR'S COUNCIL ON HEALTH AND PHYSICAL FITNESS ACT

AN ACT in relation to the establishment of a health and physical fitness program under the Governor. P.A. 80-763, approved Sept. 16, 1977, eff. Oct. 1, 1977.

2701. Short title

§ 1. This Act shall be known and may be cited as the "Illinois Governor's Council on Health and Physical Fitness Act".

2702. Governor's Health and Physical Fitness Council

§ 2. There is created in the Office of the Governor the Illinois Governor's Health and Physical Fitness Council, hereafter referred to as the Council. The Council shall consist of no more than 50 residents of Illinois who have distinguished themselves in sports or who maintain an active concern for the health and physical well being of the citizens of Illinois. All the members of the Council shall be appointed by the Governor and shall serve terms on the Council at his pleasure without compensation.

Amended by P.A. 81-674, § 1, eff. Jan. 1, 1980.

2702.1. Purpose of council

§ 2.1. The mission of the Council is to encourage Illinois citizens to participate more actively in health and fitness activities that will help them live healthier, happier and more productive lives.

Added by P.A. 81-674, § 1, eff. Jan. 1, 1980.

2703. Sporting and physical fitness events

§ 3. The Council members shall participate with the Governor in promoting and sponsoring sporting and physical fitness events in which the public participates. The Council members will lend their names and presence to such events in order that greater public participation may be gained.

Amended by P.A. 81-674, § 1, eff. Jan. 1, 1980.

2703a. Prairie State Games

§ 3a. (a) The Council may develop a program of state-wide amateur athletic competition to be known as the Prairie State Games, patterned after the Olympics, with variations as necessitated by availability of facilities, equipment and expertise. The Games shall be designed to encourage the participation of athletes representing a broad range of age groups, skill levels, and Illinois communities. Participants shall be residents of this State. Regional competitions may be held throughout the State, and the top qualifiers in each sport shall proceed to the final competitions to be held at a site geographically centered in the State with the necessary facilities and equipment for conducting the competitions. The frequency of the Games shall be determined by the Council.

(b) The Council shall have the power to solicit, accept, hold and administer in behalf of the State any grants or bequests of money, securities or property for use in connection with the Prairie State Games.

(c) The Council may enter into such agreements or transactions with individuals, private entities or governmental agencies as deemed necessary or appropriate for the implementation of this Section.

Amended by P.A. 84-549, § 23, eff. Sept. 18, 1985.

2704. Advisory committee

§ 4. There is created in the office of the Governor the Health and Physical Fitness Advisory Committee, hereafter referred to as the Committee. The Committee shall consist of 13 members, including a senior citizen age 60 or over, 9 of whom shall be appointed by the Governor and shall be representative of physicians, pediatricians, coaches, athletic trainers, athletes, educators and such other persons or professions interested in the physical fitness of the citizens of Illinois as the Governor deems appropriate. Four members of the Committee shall be members of the General Assembly, with one appointed by the President and one by the Minority Leader of the Senate, and one by the Speaker of the House of Representatives and one by the Minority Leader thereof. All members of the Committee shall serve 2 year terms expiring on January 31 of each odd-numbered year, but shall continue to serve until their successors are appointed. Members of the Committee may be reappointed for additional terms. Vacancies shall be filled in the same manner as original appointments, and a vacancy occurs whenever a member of the General Assembly ceases to be a member of the house from which he was appointed. The Committee shall select from its membership a chairman and such other officers as it considers necessary. Members of the Committee shall serve without compensation but shall be reimbursed for actual expenses incurred in the performance of their duties. The Committee shall meet at least once in Springfield each calendar quarter, and at such other times and places as the Governor or the Committee deem necessary. [1]

Amended by P.A. 83-1538, § 9, eff. Jan. 30, 1985.

2705. Physical fitness programs-Recommendations

§ 5. The Health and Physical Fitness Advisory Committee shall prepare and recommend to the Governor guidelines, programs and activities related to health and fitness. The Committee shall recommend information and educational materials to be prepared and distributed to the public which encourage wide participation in such recommended programs.

Amended by P.A.81-674, § 1, eff. Jan. 1, 1980.

2706. Certificates for participation

§ 6. The Governor shall cause certificates or awards to be prepared bearing the Council logo or the printed facsimile signature of the Governor of Illinois, or both, to be awarded to persons who participate in health and physical fitness programs recommended by the Committee and adopted by the Governor. The Governor shall provide for the distribution of the certificates and awards to qualifying persons through agreements with civic groups, professional associations, running clubs and amateur and professional sports groups, individual citizens, voluntary organizations, and units of local government and school districts, and others interested in promoting and improving the health and physical fitness of the citizens of Illinois.

Amended by P.A. 81-674, § 1, eff. Jan. 1, 1980.

2707. Rules and regulations

§ 7. The Governor may adopt such rules and regulations as he deems necessary to achieve the purposes of this Act and to carry out his duties under this Act.

[1] Public Act 87-489, approved 9-13-91 and effective 1-1-92, revises this to read, "The Committee shall meet each calendar quarter. At least one of the quarterly meetings shall be in Springfield. The Committee may meet at additional times and places as the Governor or the Committee deem necessary."
SOURCE: Ill. Rev. Stat. 1989,ch. 111 1/2, par. 2701 et seq.

APPENDIX C

COUNCIL ORGANIZATIONAL STRUCTURE

Advisory Committee

The Committee consists of 13 members, 9 of whom are appointed by the Governor and are representative of physicians, pediatricians, coaches, athletic trainers, athletes, educators, and other persons or professions interested in the physical fitness of the citizens of Illinois. Four members of the Committee are to be appointed by the General Assembly, with one appointed by the President and one by the Minority Leader of the Senate, and one by the Speaker of the House of Representatives and one by the Minority Leader thereof.

Advisory Committee Members

SENATOR JOHN DAVIDSON
Springfield

REPRESENTATIVE JOEL BRUNSVOLD
Rock Island

REPRESENTATIVE JIM KIRKLAND*
Elgin

SENATOR DENNY JACOBS
Moline

LARRY BAUER*
Springfield
DR. JERALD FLOYD
DeKalb
WILLIAM J. HARDEN*
Chicago
GRACE KAMINKOWITZ
Chicago
CONNIE LIVINGSTON
LaGrange
RICHARD PARRILLO*
Chicago
WILLYE WHITE
Chicago
BERNARD J. TURNOCK, M..D.*
Ex officio
Springfield

**indicates members whose appointments expired 6-31-91*

SOURCE: Reproduced from the 1990 Annual Report of the Governor's Council on Health and Physical Fitness.

Council Membership

L.L. Astroth
IHSA
Bloomington, IL

Suzie Boos
Peoria, IL

George Blanda
LaGrange Park, IL

Bernard R. Cahill, M.D.
Peoria, IL

Mark Clarke
Joliet, IL

Thomas Coulter
Golf, IL

Tom Crum
Elmhurst, IL

Max Davidson
East Bank Club
Chicago, IL

Dr. Carl Eichstaedt
Illinois State University
Normal, IL

Rich Escutia
Lombard YMCA
Lombard, IL

Jackie Farley
Chicago, IL

Gary Fencik
Chicago, IL

Hazel Gitlitz
Northbrook ,IL

Dr. Ed Grogg
Mahomet, IL

William Haller
Vandalia, IL

Jerry Handlon
Schaumburg Park District
Schaumburg, IL

Debbie Harris-Knox
Sjpringfield, IL

Carl Hermsmeyer
St. Jacob, IL

Tom Higgins
Parkside Fitness Center
Park Ridge, IL

Ralph Hurwitz
Springfield, IL

Daniel India
Chicago Corporate Fitness Associates, Inc.
Deerfield, IL

Richard B. Kirkwood
Wheaton, IL

Dr. Frederick W. Klinge
Collinsville, IL

Dr. John Leach
Western Illinois University

Carl Maniscalco
Chicago, IL

William Masica
Springfield, IL

Al Miller
Aurora, IL

Jakki Miller
Oak Park, IL

Dr. James Misner
University of Illinois
Urbana, IL

Susan Neely
Naperville, IL

Noel Nequin, M.D.
Cardiac Rehabilitation Center
Swedish Convenant Hospital
Chicago, IL

Jay Pardus
Marion, IL

Albert Peterson, Ph.D.
Chicago Medical School
North Chicago, IL

Marjorie Piscopo
Oak Brook, IL

Mike Pittman
Springfield, IL

Arlene Rosenberg
Chicago, IL

George Rudis
Department of Public Health
Springfield, IL

Dan Rutherford
Pontiac, IL

Mark Sanders
Downers Grove, IL

Tom Sattler
West Chicago, IL

Tom Sharp
Marsteller, Inc.
Chicago, IL

Lee Stern
Chicago, IL

Ernie Terrell
Chicago, IL

Daniel Thornburgh
Charleston, IL

Melanie Tyner-Wilson
Champaign, IL

Linda Van Horn
Northestern Medical School
Chicago, IL

Midge Wallace
Champaign, IL

Fred Whiteside
Rock Island, IL

SOURCE: Reproduced from the 1990 Annual Report of the Governor's Council on Health and Physical Fitness.

APPENDIX D

GOVERNOR'S COUNCIL ROLE IN PROGRAMS 1990-1991

GOVERNOR'S COUNCIL ROLE IN PROGRAMS (1990-1991)

The Council provided the following list of programs they were involved with in 1990-1991. We supplemented information available from the Council with information from other organizations involved with these programs:

o **Prairie State Games** See Chapter 3 for description.

o **Steroid Awareness**

Description: Survey of steroid use in high schools. Distribution of steroid information to schoolchildren. The Illinois School Code requires the Illinois State Board of Education (ISBE) to educate students in grades 7-12 regarding steroid abuse.

Source of Funding: The Department of Alcoholism and Substance Abuse granted the Illinois State Board of Education $159,800 in Fiscal Year 1991 to develop and conduct this program.

1991 participants: 200,000 steroid information packets distributed.

Other Organizations Involved: The Illinois State Board of Education subcontracted with the Orthopaedic Center for Sports Medicine to conduct a survey of anabolic steroid use and with the Illinois Pharmacists Association to develop and distribute 200,000 steroid education brochures, classroom materials, and study guides for all junior high and high schools in Illinois. The Steroid Awareness brochure acknowledges the assistance of the following groups: United States Food and Drug Administration, United States Department of Justice's Drug Enforcement Division, DASA's Medical Advisory Council, and the Illinois Advisory Council on Alcoholism and Other Drug Dependency's Special Committee on Steroid Education.

Council Role: The Council's Executive Director was appointed to the Special Committee on Steroid Education along with representatives of the Illinois State Medical Society, Illinois Pharmacists Association, University of Illinois, the Illinois High School Association, and ISBE.

- **Legislators' Fitness Day**

Description:	Annual fitness testing for legislators and legislative staff. Tests conducted include height and weight, blood pressure, blood cholesterol, body composition, exercise capacity, reaction time, flexibility, and grip strength. Legislative Fitness Day was held in coordination with the Department of Central Management Services' State Employees Program for Wellness Program (STEPWELL), which made these health screenings services and other fitness programs available to all State employees. The STEPWELL program was not funded in Fiscal Year 1992.
Source of Funding:	Illinois Association of Health, Physical Education, Recreation and Dance
1991 Participants:	175
Other Organizations Involved:	Illinois State Board of Education provided mailing labels and handouts.
Council Role:	According to the State Board of Education, the Council mailed the State Board of Education's handouts to legislators and acted as unofficial greeter for the event. According to the Council, their staff also "coordinated staffing, equipment, and refreshments."

- **Governor's Cup Challenge Race**

Description:	Annual 5K run / 2 mile walk held on Labor Day at the DuQuoin State Fair.
Source of Funding:	Unspecified by the Council
1991 Participants:	133
Other Organizations Involved:	The River-to-River Running Club of Southern Illinois coordinated the event in conjunction with the Governor's Council.
Council Role:	Unspecified by the Council

- **National Employee Health and Fitness Day**

Description:	A nationwide one-day annual event to encourage employees in public and private businesses to exercise at the workplace.
Source of Funding:	National Corporate Sponsor: Allstate Life Insurance
1991 Participants:	75,000 participants and 1,000 corporations nationwide
Other Organizations Involved:	National Association of Governor's Councils on Physical Fitness and Sports and the Association for Fitness in Business sponsored the event nationwide.
Council Role:	Coordinated, planned and promoted cholesterol screenings, fitness and aerobic demonstrations, and a two-mile walk for State employees.

- **State Fair Booth**

Description:	Information/activity booth at the Illinois State Fair.
Source of Funding:	In 1990, the Council purchased a banner to advertise their fun run/walk at a cost of $1,715.
1991 Participants:	One Council document estimates 5,000 and another estimates 7,000 visitors.
Other Organizations Involved:	The Illinois Governor's tent is separate from the Council's booth.
Council Role:	Sponsored and staffed the booth. Sponsored coaching clinics. Council hopes to provide a sports and recreation program in conjunction with the Department of Alcoholism and Substance Abuse at the 1992 Fair.

o **Governor's Senior Leadership Awards**

Description:	Awards to senior citizens who serve as role models in the area of health and fitness
Sources of Funding:	Illinois Bell (1990) Illinois Department on Aging (1990)
Awards in 1991:	No awards program in 1991 due to lack of funding
Other Organizations Involved:	The Department on Aging presented the 1990 awards at the Opening Ceremonies of the Illinois Senior Olympics. The Department on Aging also paid approximately $5,000 in administrative expenses for this program and took responsibility for printing, mailing and receiving applications, and contacting the winners.
Council Role:	According to Department on Aging officials, the Council ordered the plaques and assisted in selecting the award winners and judges.

o **"Fitness Focus" Television Show**

Description:	Television programs on health and fitness topics. The program has been shown on the Springfield Community Access Network (SCAN 17). SCAN 17 is located at Sangamon State University.
Source of Funding:	SCAN-17, a public access channel, does not charge for access to video equipment and air time.
Viewers Served:	The SCAN-17 network reaches approximately 45,000 households in Central Illinois.
Other Organizations Involved:	None
Council Role:	The Council wrote, directed, edited, and hosted 10 half-hour "Fitness Focus" shows in 1991.

- **Exercise and Fitness Intervention Program for At-Risk Youth**

Description:	A study to determine if getting adolescents involved in physical fitness will reduce risk factors for alcohol and substance abuse and improve treatment outcomes. The study began in December 1990 and the final report is expected by the Summer of 1992.
Source of Funding:	The Department of Alcoholism and Substance Abuse (DASA) funded the project with a $57,000 grant to the Institute for Aerobics Research.
Participants:	This study involving adolescents ages 12-18 is not yet completed.
Other Organizations Involved:	DASA has funded and is monitoring the study. The Institute for Aerobics Research is conducting the study.
Council Staff Role:	According to the Council, their goal is to "continue to support the research effort and develop opportunities for follow-up programming." According to DASA, the Council's role involves "coordination and advocacy with the participant agencies." We received no other specific information regarding the Council's role.

- **Status of Youth Fitness in Illinois**

Description:	Testing and study of children in the areas of flexibility, abdominal strength, cardiorespiratory endurance, and body composition.
Source of Funding:	Illinois Association of Health, Physical Education, Recreation, and Dance (IAHPERD).
Participants:	IAHPERD tested 15,000 students at 35 schools in Illinois.
Other Organizations Involved:	Northern Illinois University provided the computer time and the computer program necessary to analyze the results. The Illinois Fitness Foundation provided the sit-and-reach boxes for the flexibility test.
Council Staff Role:	Provided a videotape produced in cooperation with the Springfield Community Access Network (SCAN-17) explaining the test.

o **Health Promotion Site Program**

Council Staff Role: The Council gives plaques and logo usage rights to companies that provide certain health and fitness opportunities for their employees. No other organizations assist the Council staff with this program. The program began in 1982.

Source of Funding: No other program costs beyond Council staff time.

1990 Winners: Centel Corporation, J.M. Jones Company, Little Company of Mary Health Hospital and Care Centers, and the University of Illinois Department of Campus Recreation.

o **High School Sports Injury Surveillance Program**

Description: Survey to determine the incidence and cause of sports injuries in high school athletes.

Program Costs: Department of Public Health and Governor's Council staff time.

1991 Participants: The survey was sent to 42 schools to collect fall sports data and to 6 schools to collect winter sports data.

Other Organizations Involved: The program is a cooperative effort between the Illinois Department of Public Health, the National Institute of Health, and the Athletic Trainer's Association.

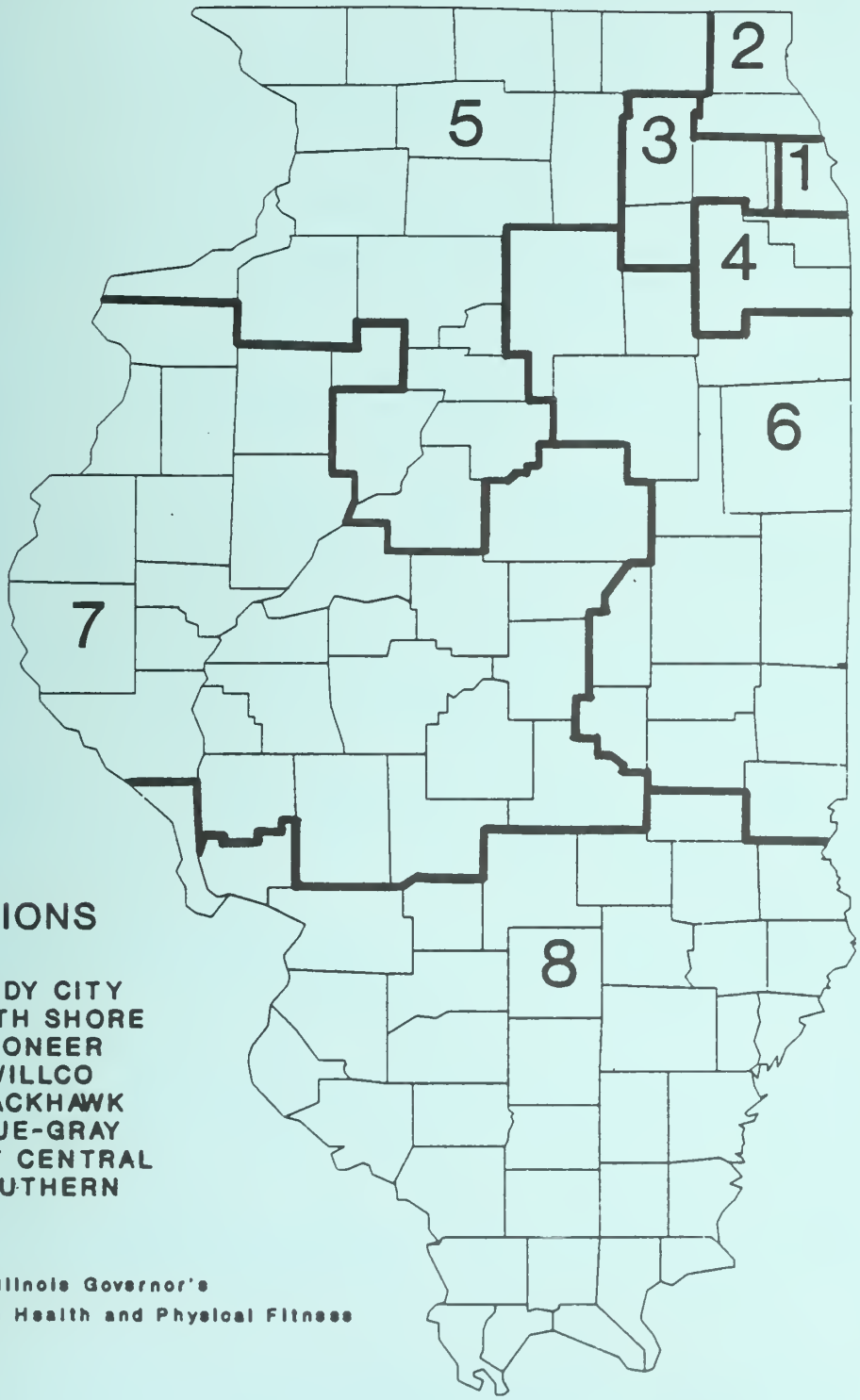
Council's Role: According to Department of Public Health officials, the Council assisted in developing the survey, developing contacts, and arranging meetings.

SOURCE: **Governor's Council on Health and Physical Fitness; Organizations and State agencies involved in these programs**

APPENDIX E

PRAIRIE STATE GAMES REGIONS

PRAIRIE STATE GAMES REGIONS



REGIONS

1 - WINDY CITY
2 - NORTH SHORE
3 - PIONEER
4 - WILLCO
5 - BLACKHAWK
6 - BLUE-GRAY
7 - WEST CENTRAL
8 - SOUTHERN

Source: Illinois Governor's Council on Health and Physical Fitness

APPENDIX F

SUMMARY OF OTHER STATES' GOVERNOR'S COUNCILS ON HEALTH AND PHYSICAL FITNESS

GOVERNOR COUNCILS SURVEY RESULTS

STATE	AUTHORIZATION	ADMINISTRATIVE LOCATION	INVOLVED IN STATE GAMES	FY91 EXPENDITURES	% STATE FUNDING
Alabama	Legislative Mandate	Separate Agency	Yes	$368,140	30%
Alaska	*				
Arizona	**				
Arkansas	*				
California	*				
Colorado	**				
Connecticut	Executive Order	Governor's Office	Yes	$1,000	100%
Delaware	Executive Order	Department of Health	No	$12,000	100%
Florida	Legislative Mandate	Governor's Office	Yes	$300,000	50%
Georgia	*				
Hawaii	Executive Memo	Department of Health	No	$60,000	0%
Idaho	*				
ILLINOIS	Legislative Mandate	Governor's Office	Yes	$106,763	100%
Indiana	Executive Order	Board of Health	No	$61,892	39%
Iowa	**				
Kansas	Executive Order	Department of Health	Yes	$16,500	100%
Kentucky	*				
Louisiana	Legislative Mandate	Department of Health	No	$0	0%
Maine	*				
Maryland	Legislative Mandate	Dept of Mental Health	Yes	N/A	N/A
Massachusetts	Executive Order	Department of Health	Yes	$7,600	0%
Michigan	*				
Minnesota	Agency Initiative	MN Amateur Sport Commission	Yes	$30,000	50%
Mississippi	*				
Missouri	Executive Order	Office of Administration	Yes	$10,000	100%
Montana	*				
Nebraska	Executive Order	Department of Health	No	$15,000	20%
Nevada	*				
New Hampshire	Executive Order	Governor's Office	No	$0	0%
New Jersey	Executive Order	Dept of Community Affairs	Yes	$160,000	100%

GOVERNOR COUNCILS SURVEY RESULTS

STATE	AUTHORIZATION	ADMINISTRATIVE LOCATION	INVOLVED IN STATE GAMES	FY91 EXPENDITURES	% STATE FUNDING
New Mexico	Executive Order	Department of Health	No	$2,000	100%
New York	*				
North Carolina	Legislative Mandate	Dept of Health & Environment	Yes	$75,000	100%
North Dakota	*				
Ohio	Legislative Mandate	Governor's Office	No	$0	0%
Oklahoma	**				
Oregon	*				
Pennsylvania	Executive Order	Department of Education	Yes	$10,000	100%
Rhode Island	**				
South Carolina	Executive Order	Department of Health	Yes	$3,000	25%
South Dakota	*				
Tennessee	Legislative Mandate	Department of Health	Yes	$70,000	0%
Texas	*				
Utah	Executive Order	Department of Health	No	$0	0%
Vermont	Legislative Mandate	Dept of Parks & Recreation	Yes	$12,000	0%
Virginia	Executive Order	Dept of Parks & Recreation	Yes	$0	0%
Washington	Executive Order	Separate Agency	No	$0	0%
West Virginia	*				
Wisconsin	Executive Order	Governor's Office	Yes	$2,000	100%
Wyoming	*				

* State does not have a Council with membership in the National Association of Governor's Councils on Physical Fitness and Sports.

** State did not respond to survey

N/A - Not Available

Source: OAG Summary of Survey Data

APPENDIX G

SUMMARY OF OTHER STATES' GAMES

STATE GAMES SURVEY RESULTS

STATE	YEAR GAMES BEGAN	ADMINISTRATING BODY (a)	PARTICIPATION (b)	GAMES EXPENDITURES	PERCENT STATE FUNDING	WHERE GAMES ARE HELD
Alabama	1983	Separate NFP Corp	7,000	$370,000	24%	Various Cities
Alaska	1985	Separate NFP Corp	1,800	$150,000	0%	Various Cities
Arizona	*					
Arkansas	*					
California	**					
Colorado	1989	Separate NFP Corp	6,900	$200,000	0%	Air Force Academy
Connecticut	1989	Separate NFP Corp	4,800	$300,000	0%	Various Cities
Deleware	1988	Separate NFP Corp	2,200	$120,000	20%	University
Florida	1980	State - NFP Corp	10,000	$280,000	N/A	Various Cities
Georgia	1990	State Agency	8,000	$265,000	36%	University
Hawaii	1990	State - NFP Corp	8,300	$400,000	50%	Island of Oahu
Idaho	**					
ILLINOIS	1984	State Agency	13,541	$921,947	67%	University
Indiana	1983	Separate NFP Corp	23,186	$860,000	26%	Indianapolis
Iowa	1987	Separate NFP Corp	14,000	$379,400	0%	University
Kansas	1990	Separate NFP Corp	3,300	$100,000	0%	Lawrence
Kentucky	1984	State - NFP Corp	17,000	$300,000	N/A	University
Louisiana	*					
Maine	*					
Maryland	1985	State Agency	1,752	$175,000	43%	Various Cities
Massachusetts	1981	Separate NFP Corp	10,000	$400,000	0%	Various Cities
Michigan	*					
Minnesota	1988	State - NFP Corp	10,900	$805,000	10%	Various Cities
Mississippi	*					
Missouri	1985	State Agency	23,413	$700,000	43%	University
Montana	1986	Separate NFP Corp	8,300	$300,000	0%	Billings
Nebraska	1985	Separate NFP Corp	16,088	$400,000	0%	University
Nevada	*					
New Hampshire	*					
New Jersey	1983	Separate NFP Corp	8,000	$380,000	33%	University
New Mexico	1989	Separate NFP Corp	4,000	$19,000	0%	College
New York	1978	State Agency	6,000	$1,100,000	100%	Various Cities

STATE GAMES SURVEY RESULTS

STATE	YEAR GAMES BEGAN	ADMINISTRATING BODY (a)	PARTICIPATION (b)	GAMES EXPENDITURES	PERCENT STATE FUNDING	WHERE GAMES ARE HELD
North Carolina	1986	Separate NFP Corp	10,000	$350,000	0%	Various Cities
North Dakota	1987	State Agency	5,500	$175,000	43%	Various Cities
Ohio	1989	Separate NFP Corp	14,000	$650,000	10%	Various Cities
Oklahoma	1983	Separate NFP Corp	10,000	$80,000	0%	Oklahoma City
Oregon	1986	Separate NFP Corp	14,700	$350,000	0%	Portland
Pennsylvania	1981	State - NFP Corp	13,000	$750,000	27%	Various Cities
Rhode Island	1988	Separate NFP Corp	800	$90,000	6%	University
South Carolina	1984	State Agency	2,400	$27,000	25%	Columbia
South Dakota	*					
Tennessee	1989	State - NFP Corp	6,200	$135,000	0%	Various Cities
Texas	1986	Separate NFP Corp	12,000	$135,000	0%	Various Cities
Utah (Summer)	1986	State - NFP Corp	7,550	$325,000	0%	Various Cities
Utah (Winter)	1987	Separate NFP Corp	2,000	$110,000	0%	Various Cities
Vermont (Winter)	1988	State Agency	100	$10,000	0%	Various Cities
Virginia	1988	Separate NFP Corp	6,000	$400,000	10%	Various Cities
Washington	1989	State - NFP Corp	3,500	$320,000	31%	Spokane
West Virginia	*					
Wisconsin	1985	Separate NFP Corp	21,376	$825,000	0%	Various Cities
Wyoming	1986	Separate NFP Corp	3,600	$200,000	0%	Various Cities
			Ave 8,749	$355,317		

* States without Games
** States not responding to survey

N/A - Not available

(a) Separate NFP Corp - organization is a separate not-for-profit entity.
State Agency - state government involved in administering or developing the organization.
State NFP Corp - state government involved in administering the not-for-profit entity

(b) Some states held regional and final competitions while others only held finals.

NOTE: Generally, state games were held annually. Some states did not hold games in certain years due to budget constraints or because they were holding other sports festivals.

SOURCE: OAG State Survey Data

APPENDIX H

LIST AND DESCRIPTION OF OTHER HEALTH AND FITNESS ORGANIZATIONS

HEALTH AND FITNESS ORGANIZATIONS

I. General Fitness Organizations

American Alliance for Health, Physical Education, Recreation and Dance (AAHPERD), 1900 Association Drive, Reston, VA 22091 - A non-profit organization of over 30,000 professional educators in physical education, health, fitness, sports and related disciplines. The Alliance works to improve education programs in the schools and the community, and to encourage all Americans to make fitness and health a part of their daily lives. The Alliance has six national associations: National Association for Sport and Physical Education; National Association for Girls and Women in Sport; Association for the Advancement of Health Education; American Association for Leisure and Recreation; Association for Research, Administration and Professional Councils and Societies; and National Dance Association. The Alliance publishes a newsletter, periodicals, and books. The Alliance supports research projects, conducts training sessions, develops programs for schools, and conducts surveys. Programs include: Physical Best - a health-related fitness test and educational program for schoolchildren, the National Youth and Children Fitness Study, the Jump Rope for Heart program, and Shape of the Nation - a study of the status of physical education in each state.

Association for Fitness in Business, 310 N. Alabama Street, Suite A 100, Indianapolis, IN 46204 - An organization for personnel associated with fitness in corporations, clubs, hospitals, and other businesses. Provides promotion, training, educational information, employment information, research briefs, etc. Provides support for assistance in the development of fitness and health promotion programs in business. Publishes a research summary and a membership newsletter.

National Association of Governor's Councils on Physical Fitness and Sports, Indianapolis, Indiana - Umbrella organization for the governor councils in the United States. Unable to obtain additional information.

National Congress of State Games, P.O. Box 2318, Billings Montana 59103 (as of July 23, 1991) Composed of state games organizations and other affiliated amateur sport organizations. It is committed to developing amateur sports and improving quality of life through state games. Provides information and resources for the development and management of state game organizations.

National Strength and Conditioning Association, 300 Old City Hall Landmark, 916 O Street, P.0. Box 81410, Lincoln, NE 68501 - Provides information, training, and certification to members and disseminates information to the public.

President's Council on Physical Fitness and Sports, 450 5th Street, N.W., Suite 7103, Washington, DC 20001 - The principal federal organization for physical fitness and sports. Established by an Executive Order to serve the President in promoting national physical fitness and sports programs. The Council's goal is to advance the physical fitness of children, youth, adults, and senior citizens by encouraging the development of community recreation, physical fitness, and sport participation programs. Programs include: The President's Challenge (youth fitness testing); Presidential Sports Award (a national sports participation and incentives program for persons aged fifteen and over; awards available in forty popular participant sports, from archery to weight training); and the School Population Fitness Survey.

The Institute for Aerobics Research, 13300 Preston Road, Dallas, TX 75230 - A non-profit research organization that studies the effects of exercise as a preventive tool. Also provides training and certification programs and consults with corporations, agencies, and schools. Its Fitnessgram program is a computerized youth fitness reporting and motivation system for use in schools.

YMCA of the USA, 101 N. Wacker Drive, Chicago, IL 60606 - Develops national programs and publishes books in adult and youth fitness and sports. Provides facilities and programs for infants to senior citizens in hundreds of branches across the USA. Programs include: "The Y's Way to Physical Fitness," "The Ys Way to a Healthy Back." Directs programs for several youth sports including basketball, soccer, gymnastics, flag football, racquetball, softball, tennis, volleyball, wrestling, and swimming. Also provides programming to schools and corporations. Provides training and certification programs in physical fitness.

II. Lifetime Fitness Sports Organizations

Aerobics & Fitness Association of America, 15250 Ventura Boulevard, Suite 802, Sherman Oaks, CA 91403 - Provides education, training, and certification to aerobic exercise instructors and serves their professional interests. Publishes a magazine, Aerobics & Fitness. Promotes "Superclass", an aerobics program for youth.

Amateur Athletic Union (AAU), AAU House, 3400 West 86th Street, P.O. Box 68207, Indianapolis, IN 46268 - The AAU is the largest non-profit, volunteer organization in the United States dedicated solely to the promotion and development of amateur sports and physical fitness programs. The AAU provides for participation in a variety of sports. Among its programs: The Chrysler Fund/AAU Physical Fitness Program (fitness testing), the AAU Youth Sports Program (including the Junior Olympics) and AAU Senior Sports Program for Adults. Junior Olympics (ages eight through eighteen) includes competition in baseball, basketball, field hockey, gymnastics, karate, soccer, swimming, and wrestling.

American Coaching Effectiveness Program, Box 5076, Champaign, IL 61820 - A training and certification program for coaches, administrators, physicians, and others associated with youth sports programs developed by American Coach newsletter. Focus is on athletes' well-being, reduction of injuries and improved first aid, teaching skills for playing sports and living life more effectively. Leadership training seminars conducted around the country. Advanced courses available in sports physiology, sports psychology, sports injuries, teaching sports skills, and sports law. Self-study courses available. Specific sports include baseball, softball, swimming, soccer, and more. Program is utilized by high schools, colleges, national organizations (such as the YMCA), and other groups. The USA's most widely used coaching education program has educated over 50,000 coaches.

American Red Cross, 17th and D Streets, N.W., Washington, DC 20006 - Offers training programs for swimming instructors, booklets for pre-schoolers, and youth swimming safety.

American Running & Fitness Association, 9310 Old Georgetown Road, Bethesda, MD 20814, Membership organization that promotes running and fitness. Serves as a clearinghouse for information on running and other forms of aerobic fitness.

American Youth Hostels, 1332 I Street N.W., Suite 451, Washington, DC 20005 - Provides information about biking, biking equipment, and bike tours for all ages. Local associations across the country.

Bicycle Federation of America, 1818 R Street, Washington, DC 20009 - Promotes the safe use of bicycles for transportation and recreation. Offers brochures on bicycling skills, safety, and maintenance.

Girls Clubs of America, 441 West Michigan Street, Indianapolis, IN 46202 - A national organization serving over 250,000 girls and young women members annually through 240 affiliated Girls Club Centers. Promotes sports and fitness for girls, as well as other issues. Provides a Sports Resource Kit for information as part of its Sporting Chance program designed to assist youth serving agencies in the development of sports programs for girls ages six through eighteen.

International Dance-Exercise Association, 6190 Cornerstone Court East, Suite 204, San Diego, CA 92121 - A professional association for aerobics and fitness instructors; conducts training and certification programs for instructors; promotes aerobics dance exercise.

Little League Baseball, P. O. Box 3485, Williamsport, PA 17701 - Programs across the country for boys and girls ages six through eighteen. Produces written information and training videos.

National Association for Girls and Women in Sport, AAHPERD, 1900 Association Drive, Reston, VA 22091, A member of the AAHPERD; the only national professional organization for girls and women in sports-related disciplines and careers. Works to provide communication networks, leadership opportunities, political action, international exchange, student participation, job placement, and advancement of coaches. Publishes educational materials, including sports guides and rule books in a large variety of sports. Conducts nationwide sports training seminars for coaches.

National Bicycle Club, P.O. Box 729, Dublin OH 43017 - Local affiliate chapter and approximately 200 BMX bicycle racing tracks across the U.S. and Canada.

National Youth Sports Coaches Association, 2611 Old Okeechobee Road, West Palm Beach, FL 33409 - Provides publications and educational materials, training and certification programs, and technical assistance for youth sport coaches.

North American Youth Sports Institute, 4985 Oak Garden Drive, Suite C, Kernersville, NC 27284 - Provides technical assistance, educational materials, training, and instruction for coaches.

Office of Youth Sport, University of Illinois, Champaign, IL 61820 - Provides technical assistance, publications, training, and other services through Human Kinetics Publishers. Developed and administers the American Coaching Effectiveness Program for training and certification, and publishes the newsletter American Coach and a long list of fitness and sports' books.

River-to-River Running Club of Southern Illinois - Coordinates the Governor's Cup Challenge in conjunction with the Governor's Council on Health and Physical Fitness.

Road Runners Club of America, 629 S. Washington Street, Alexandria, VA 22314 - An organization of hundreds of local chapters across the country. Local clubs promote running, racing, and educational programs, including youth running.

The Athletics Congress, 200 S. Capitol St., Suite 140, Indianapolis, IN 46225 - Governing body for the sports of track and field, racewalking, and long-distance running. Conducts a Junior Olympics Track program for youth.

The Melpomene Institute, 2125 East Hennepin Avenue, Minneapolis, MN 55413 - An organization devoted to research and education in the area of women's and girls' sports and fitness. Holds frequent seminars, distributes educational information, and publishes a newsletter.

The Rockport Walking Institute, 72 Howe Street, Marlboro, MA 01752 - Free information and booklet from the Rockport walking shoe company.

The Walkways Center, Suite 427, 733 15th Street, NW, Washington, DC 20005 - A national non-profit organization formed to provide information on walking and work with local communities to improve walking facilities. Membership includes access to a toll-free telephone information service, a newsletter, resource book on walking, and tip booklets.

United States Canoe Association, 4169 Middle Brook Drive, Dayton, OH 45440-3311

United States Rowing Association, 251 N. Illinois St., Suite 980, Indianapolis, IN 46204

United States Ski Association-Nordic, P.0. Box 727, Brattleboro, VT 05301

United States Swimming, Inc., 1750 E. Boulder St., Colorado Springs, CO 80909 - Governing body for swimming competition.

U.S. Cycling Federation, 1750 E. Boulder Street, Colorado Springs, CO 80909 - Governing body for cycling competition. Provides educational materials and information to grass-roots clubs and publishes newsletter.

U.S. Tennis Association, 1212 Avenue of the Americas, New York, NY 10036 - National governing body for tennis. Sponsors recreational-development programs for youth through its Junior Tennis Program.

Walking Clubs, P.0. Box 509, Gracie Station, New York, NY 10028 - Information on walking and walking tours.

Women's Sports Foundation, 342 Madison Avenue, Suite 728, New York, NY 10173 - Dedicated to educating the public on the value of sports for all girls and women and to providing opportunity for their participation. Educates the public on the value of participating in sports and fitness activities. Serves as a national clearinghouse for fitness and sports information for women and girls, and as a referral network. It also lobbies Congress for legislation affecting women and sports. Produces several publications, including its Annual Scholarship Guide and Camp Guide and the booklet "Parent's Guide to Girls' Sports."

Young Women's Christian Association (YWCA), 726 Broadway, New York, NY 10003 - Provides fitness and sports facilities and programs through its branches across the USA for women and children.

Youth Sports Institute, IM Sports Circle, Michigan State University, East Lansing, MI 48824 - Conducts research on youth sports and disseminates information.

III. Medical Organizations

American Academy of Pediatrics, 141 Northwest Point Boulevard, P.0. Box 927, Elk Grove Village, IL 60009 - An organization of 32,000 pediatricians dedicated to the health, safety, and well-being of infants, children, and adolescents. Educates pediatricians and the public on exercise and fitness for children and on the care of the young athlete. Has published a position statement on "Physical Fitness and the Schools" and a brochure "Sports and Your Child." Has worked with the AAHPERD to campaign for improved physical education in the schools.

American College of Sports Medicine, 401 W. Michigan Street, P.0. Box 1440, Indianapolis, IN 46202 - Studies sports medicine. Conducts research, publishes educational material, sponsors seminars and conferences, and serves as a resource clearinghouse. The College consists of over 12,000 members representing many disciplines. The College provides a continuing education program to its members, and provides certification programs for exercise/health program directors and instructors.

Center for Sports Medicine, 303 William Kumpf Blvd., Peoria, IL 61605 - Works with local hospitals and health clubs on treatment and prevention of sports injuries. Primary function is to provide diagnoses, treatment, and care of sports injuries.

IV. Organizations for the Physically Disabled

American Athletic Association for the Deaf, 3916 Lantern Drive, Silver Spring, MD 20902

Illinois Senior Olympics, 1415 North Grand Avenue East, Springfield Illinois, 62702 - Statewide competitions and activities for participants 55 years of age or older. Sports offered include bowling, basketball, archery, athletics, and swimming.

National Association of Sports for Cerebral Palsied, P.0. Box 3874, Amity Station, New Haven, CT 06525

National Handicapped Sports and Recreation Association, P.0. Box 18664, Capital Hills Station, Denver, CO 80218 - Information on a variety of sports programs for the physically disabled.

Special Olympics, 1350 New York Avenue, N.W., Suite 500, Washington, DC 20005 - Programs for the mentally handicapped.

The Achilles Track Club, New York Road Runners Club, 9 E. 89th Street, New York, NY 10128 - A running and fitness program for adults and youth with chapters around the world. For all types of physically disabled.

United States Association of Blind Athletes, 55 W. California Avenue, Beach Haven, NJ 08008

V. Wellness Organizations

Action on Smoking and Health, 2013 H Street, NW, Washington, DC 20006

American Cancer Society, 4 W. 35th Street, New York, NY 10001

American Dietetic Association, 208 S. LaSalle Street, Suite 1100, Chicago, IL 60604

American Heart Association, 7320 Greenville Avenue, Dallas, TX 75231 - Provides educational information on fitness, nutrition, and health. In association with AAHPERD developed the Jump Rope for Heart program and a series of booklets.

American Institute of Stress, 124 Park Avenue, Yonkers, NY 10703

American Lung Association, 1740 Broadway, New York, NY 10019

SmokEnders, 50 Washington Street, Norwalk, CT 06854

Weight Watchers International, 800 Community Drive, Manhasset, NY 11030

VI. Selected Fitness/Wellness Programs and Events

Every Child a Winner, Box 141, Ocilla, GA 31774 - An alternative physical education program utilizing dance, gymnastics, and creative games.

Feelin' Good, Fitness Finders, Inc., 133 Teft Road, Spring Arbor, MI 49283 - Combines classroom health awareness instruction with creative aerobic exercise classes for kindergarten through grade nine.

Fit Youth Today, American Health and Fitness Foundation, 6225 U.S. Highway 290 East, Suite 114, Austin, TX 78723 - A complete program of health fitness for kindergarten through grade twelve endorsed by the American College of Sports Medicine. Includes a health-related fitness test, fitness curriculum for teachers, a progressive conditioning protocol for students, and educational information by grade level in the areas of exercise, cardiovascular risk factors, diet and nutrition, tobacco, stress, cancer, family role in health and fitness, and allergies/asthma.

Gus Macker 3-on-3 Basketball Tournaments, 200 Covered Village Mall, Mackerville USA, Belding, MI 48809 - Basketball event for all ages. Funded by entry fees ($65 per 4 person team) and corporate sponsors (national and local). Portion of proceeds awarded to local charities. In 1990, 79,988 players competed in Macker competitions held in 20 U.S. cities, including the Illinois cities of Quincy, Sterling, Peoria, Rockford, Chicago, and Decatur. Gus Macker reported that 42 percent of its participants were under age 17 and under; 58 percent were over age 17.

Jump Rope Challenge - Part of a year-long, five-part Nike Cross-training Challenge —— a series of athletic and academic competitions for members of the Boys Clubs and Girls Clubs. Special awards and certificates are provided.

Jump Rope for Heart (AAHPERD), 1900 Association Drive, Reston, VA 22091 - A program developed by AAHPERD for youth and adults designed to promote jumping rope for fitness and to raise money for the American Heart Association.

Knights of Columbus International Free Throw Championship - Held on January 11, 1992, at the St. Aloysius School gymnasium. Boys and girls ages 10-14 were eligible to participate.

Know Your Body, American Health Foundation, 320 E. 43 Street, New York, NY 10017 - A comprehensive health education program for kindergarten through grade eight, including classroom instruction, teachers' guides, workbooks, and student "health passports." Topics included: self-care and self-responsibility, health decision-making, accident prevention, lifestyle decisions, substance abuse prevention, heart disease and cancer prevention, nutrition, and exercise and physical fitness.

Physical Best, AAHPERD, 1900 Association Drive, Reston, VA 22091 - A comprehensive physical fitness education and assessment program designed for schools to motivate youths in grades K-12 to participate in physical activity to develop their personal best. Combines health-related fitness testing with practical classroom instructional materials that teach how and why to stay fit for a lifetime. Educational kit includes an introductory letter to parents, fitness lesson plans for classroom or P.E. teachers, student contracts for individual goal setting, and a report card to parents.

The Body Shop, Methodist Hospital, P.O. Box 650, Minneapolis, MN 55440 - A weight-control-through-wellness program for young people ages eight through eighteen. Primarily available through hospitals across the USA.

Walking Wellness, Creative Walking, Inc., 407-S White Clay Center, Newark, DE 19711 - A series of workshops combining walking and wellness instruction for kindergarten through grade six. Includes teachers' guides and students' workbooks.

VII. Fitness Testing Programs Available to Schools and Organizations

Chrysler Fund-AAU Physical Fitness Program (AAU), AAU House, 3400 W. 86th St., P.O. Box 68207, Indianapolis, IN 46268 - Standards based on data from previous tests for ages six through seventeen. Certificates awarded for participation and passing standards. Patches awarded to youths who meet all the standards. Test utilized: Cardio-respiratory endurance-one mile run/walk; flexibility-sit and reach; muscular strength and endurance (abdominals)-bent keen sit-ups; muscular strength and endurance (upper body)-pull-up/flexed-arm hang (girls). Optional tests available: standing long jump, isometric push-up (boys), modified push-up (girls), isometric leg squat, shuttle run, sprints.

Fitnessgram, Institute of Aerobics Research, 13300 Preston Rd, Dallas, TX 75230 - This organization produces for parents a computerized report card with a comprehensive fitness profile and recommended exercises to help improve fitness. Tests for all the key fitness components.

Fit Youth Today, American Health & Fitness Foundation, 6225 U.S. Highway 290 East, Austin, TX 78723 - Uses criterion reference standards based upon desirable health fitness levels for children in kindergarten through grade twelve, combined with a complete health education program. Tests include: Cardio-respiratory endurance-twelve-to twenty-minute steady state jog; muscular strength and endurance-bent knee curl-up; flexibility-sit and reach; body composition-height and weight/skinfolds. Computerized

report cards available. Awards available to students who meet the health fitness standards, as well as to those who don't but who have improved their fitness levels.

Physical Best (AAHPERD), 1900 Association Drive, Reston, VA 22091 -The nation's original health-related fitness test revised. Tests for: Cardio-respiratory endurance-one-mile walk/run, Body composition-skinfold, Flexibility-sit and reach, Muscular strength/endurance (abdominals)-modified sit-ups, Muscular strength/endurance (upper body)-pull-ups. Includes health fitness standards based on a single age and sex-adjusted goal for each test item for youths in grades K-12. Reaching this goal is necessary for minimal health fitness. Awards available for meeting fitness participation goals, for meeting personal fitness goals, and for meeting the health fitness standards on all test items. Includes a computerized report. An educational program is combined with the testing and awards program.

President's Challenge, President's Council on Physical Fitness and Sports, 450 5th St., Suite 7103, Washington, DC 20001 - Students, ages six through seventeen, who meet the "President's Challenge," by scoring at or about the eighty-fifth percentile (top 15 percent of all students of the same age and sex) on all five test items are eligible to receive the Presidential Physical Fitness Award. Program honors the very fit and motivates youth to reach the highest fitness goals. Fitness tests administered include: Cardio-respiratory endurance-one-mile run/walk, Abdominal strength/endurance-curl-ups, Arm and shoulder strength/endurance-pull-ups, Flexibility-V-sit reach or sit and reach, Leg strength/power/agility-shuttle run.

Youth Physical Fitness Program of the Marine Corps League, United States Marines Youth Foundation, P.O. Box 8280, Sylvania, OH 80909 - For boys and girls ages six through seventeen who wish to attempt to meet the Marine standards or to compete in local, regional, and national contests. The five competitive exercises are pull-ups, sit-ups, standing broad jump, push-ups, and the shuttle run.

VIII. Publishers

AAHPERD Publications, 1900 Association Drive, Reston, VA 22091 - Publishes over a dozen books per year in sports, fitness, and health, as well as three professional periodicals for members: Journal of Physical Education, Recreation and Dance, Health Education Research Quarterly.

American College of Sports Medicine Publications, P.O. Box 1440, Indianapolis, IN 46206 - Publishes its journal, Medicine and Science in Sports and Exercise, books (including Guidelines for Exercise Testing and Prescription), position papers on important issues, and a series of booklets for the lay person including "Alcohol in Sports," "Anabolic Steroids and Athletes,""Fitness in Healthy Adults," and "Weight-Loss Programs."

Consumer Information Center Publications, U.S. General Services Administration, Washington, DC 20405 - Publishes on a wide variety of topics including fitness and health.

Human Kinetics Publications, PO Box 5076, Champaign, IL 61820 - Publishes nearly one hundred books per year on sports, health, and fitness, including professional textbooks and reference books for physical and health educators as well as books for the general public. Also publishes all the educational books and materials for the YMCA. Publishes several periodicals: Adapted Physical Activity Quarterly (physically disabled), Journal of Sport and Exercise Psychology, Journal of Teaching in Physical Education, Journal of Philosophy in Sport, and The Sport Psychologist. Publishes American Coach, the

publication of the American Coaching Effectiveness Program, and the ACEP textbooks.

Rodale Press Publications, Emmaus, PA 18098 - Rodale Press publishes over forty new book titles a year on topics like health, fitness, diet, and nutrition. Rodale publishes several fitness newsletters, including **Executive Fitness**. Rodale's magazines include: Backpacker, Bicycling, Children, Cross Country Skier, Prevention, and Runner's World.

U.S. Government Printing Office Publications, Superintendent of Documents, Washington DC 20402 - Publishes information on a variety of topics including fitness. Publishes President's Council on Physical Fitness and Sports instructor guide and survey and the youth fitness handbook Getting Fit.

IX. Magazines/Newsletters

American Coach, Human Kinetics Publishers, Box 5076, Champaign, IL 61820 - The official publication of the American Coaching Effectiveness Program. A newsletter full of good tips for youth coaches.

American Health Magazine, 80 Fifth Avenue, New York, NY 10011 - Health and fitness for the whole family.

Child, 477 Madison Avenue, New York, NY 10022

Children, Rodale Press, Rodale Press Publications, Emmaus, PA 18098

Health Magazine, 3 Park Avenue, New York, NY 10016 - Specializes in health and fitness for women and girls.

Hippocrates, 475 Gate Five Road, Suite 100, Sausalito, CA 94965

Parenting, 501 Second Street, San Francisco, CA 94107

Parents Magazine, 685 Third Avenue, New York, NY 10017

Prevention Magazine, Rodale Press, Rodale Press Publications, Emmaus, PA 18098 - Seven million subscribers for this health and fitness magazine.

Running and FitNews, American Running & Fitness Association, 9310 Old Georgetown Road, Bethesda, MD 20814 - A monthly newsletter which includes information on topics such as fitness, health, and sports medicine.

The Physician and Sportsmedicine, 4530 W. 77th Street, Minneapolis, MN 55435 - Excellent source for latest research and guidelines for sports, fitness, health, and sports medicine.

The Walking Magazine, 711 Boylston Street, Boston, MA 02116 - A general magazine on walking and fitness.

Women's Sports & Fitness, World Publications, 809 S. Orlando Avenue, Suite H, Winter Park, FL 32789 - Founded by the Women's Sports Foundation. Provides a variety of information to women and girls concerning sports, fitness, and health.

X. Selected Illinois Organizations

Illinois Affiliate of the American Heart Association - Coordinates educational programs through Illinois Department of Public Health and the State Board of Education. Promotes the Jump Rope for Heart program through the Illinois affiliate Jump Rope for Heart Task Force.

Illinois Association of Health, Physical Education, Recreation, and Dance - Illinois affiliate of AAHPERD. Collects data for dissemination, conducts public relation programs for health and fitness, works with affiliate organizations, and promotes the value of human movement and its relationship to wellness. Conducts workshops and conferences such as: Youth Fitness Workshops, Coaching Workshops, Dancing Workshops, Legislative Fitness Day, and Jump Rope for Heart.

Illinois Association of Park Districts - Promotes health, fitness, and wellness programs such as triathalons, "Fitness is Leading the Way to the State Fair", and "Swim for Trees." Promotes activities in parks, conservation areas, and forest reserve districts.

Illinois Health Care Cost Containment Council - Addresses health care issues and studies access to health care and hospitalization. Provides information to the Illinois Department of Public Health about hospitalization.

Illinois High School Association - Organizes and administers high school interscholastic and athletics. Sponsors athletic tournaments and championships in 24 sports, as well as 4 nonathletic championships. Oversees the scholastic activities that schools may sponsor for student eligibility, coach qualification, as well as works with various groups on chemical dependency.

Illinois Park and Recreation Association - Educates the public on the value of health, fitness, and recreation. Informs the public of opportunities available through local park districts and recreation agencies. Provides workshops and seminars to professionals in parks/recreation and to fitness facility managers. Promotes Walk Illinois, Fun Fitness Day, Fitness Is Leading The Way to the State Fair, Employee Fitness Day, and 6 County Senior Olympics. Works with all Park Districts, Recreation Departments, and agencies that serve the disabled.

Illinois Public Health Association - Promotes health education and disease prevention. Conducts training programs in all areas of health and physical fitness including immunization, food, nutrition, stress management, etc.

Springfield Boys/Girls Club - Provides disadvantaged youth with programs including basketball, football, aerobics, art instruction, computer courses, and summer camp.

Springfield Department of Public Health - Advises people to exercise for cardiac or overall health.

Springfield Recreation Department, Administers local fitness and health programs including: basketball, baseball, softball, flag football, volleyball, tennis, soccer, after school programs and community programs. Also administers the Illinois Senior Olympics and coordinates Region 19 of the Illinois Special Olympics.

Source: **OAG analysis of The Family Fitness Handbook (Penguin Books, 1989) and other media sources.**

APPENDIX I

AGENCY RESPONSE

Note: The following response was received from the Governor's Council on Health and Physical Fitness. Following the Council's response is a series of sequentially numbered Auditor Comments.

On February 4, 1992, the Governor's Council on Health and Physical Fitness received the preliminary draft of the Management Audit conducted by the Office of the Auditor General (OAG). This is written in response to the conclusions, recommendations and overall direction of the draft presented.

The Council would like to acknowledge the contributions made by the OAG through this audit in three specific areas: 1) recognition of the need for the Council to improve and more formally document criteria and review procedures before endorsing events and granting approval for the right to use the Council's logo, 2) the audit will effectively draw attention to the relevance of physical activity and its implications to disease and illness prevention and 3) the audit endorses the need for and places a value of impact measurement criteria.

It is the position of the Council that these statements represent the most viable and realistic outcomes of an otherwise ineffectual auditing effort. The Council's previous experiences with the OAG have been restricted to annual compliance audits. These experiences, while oftentimes uncomfortable and stressing, have nonetheless been fair and productive. The management audit presented is inconsistent with the quality displayed on comparable efforts. The direction of the agency's response will be to provide the Council's overview of the report, rebuttal to the report's conclusions, evaluation and discussion of the summary and recommendation section, appropriateness of techniques and tactics utilized during the audit process and a comprehensive critique of chapters presented.

As a general overview the Council noted the following variances in reviewing the management report:

- The report fails to completely answer the intent of Audit Resolution #92.
- The OAG exhibits a total disregard for current scientific data and efforts pronouncing the relevancy of physical activity as a health intervention strategy and delaying mechanism for all-cause mortality. This disregard is negligent and reflects a clear lack of expertise by the investigators and denies credibility to all conclusions relating to this section.
- Inaccurate and incomplete information is noted throughout the document.
- Many conclusions are unsubstantiated.

- Reporting is blatantly biased. This is reflected in direction, style and tone and is highly selective with regard to omissions and inclusions.

- A lack of understanding of the Council's mission seemingly impaired the investigator's ability to accurately interpret and convey Council activities and programs.

- Extent of misinformation is creatively misleading and is used to substantiate invalid positions.

- Notations, observations and issues cited were devoid of historical or contributory perspectives.

DISCUSSION OF REPORT CONCLUSIONS

The opening paragraph states that, "The only major program that depends on Council support is the Prairie State Games (PSG), a program of statewide athletic competition patterned after the U.S. Olympics." This statement is not correct on two points: 1) The Council also
#1 administers the Neighborhood Fitness program, the Sports Injury Surveillance Study (which was omitted from the Council's program section), and National Employee Health and Fitness Day, all depend upon our support; 2) The phrase "U.S. Olympics" illustrates a lack of understanding in describing how and what the PSG are patterned after.
#2 There are no "U.S. Olympics." There is Olympic-style competition, the Summer and Winter Olympics, the Olympic Sports Festival, U.S. Olympic trials and the United States Olympic Team. The PSG is Illinois' Amateur Sports Festival, patterned after Olympic-style competition.

The Auditor General states that, "In fiscal year 1991 the Council devoted the majority of its staff resources to the Games and spent $921,951 (90% of its cash expenditures) to conduct the Games." This statement is attempting to set a tone early in this report that something is inappropriate or out of balance. Logic would dictate that if the Council's budget, which has remained reasonably flat for the past several years (above and below the $100,000 mark), received a transfusion of nine times that amount to operate a program, then the percent of expenditures to run that program should be proportional to that increase. This is exactly what happened when the appropriation and grant funds were placed under the Council's auspices in FY 90. Additionally, it is too misleading to develop a comparison percentage which only reflects cash expenditures while cash expenditures include GRF and non-GRF funds. The impression is given that they are solely GRF. The Council's position is that a comparison percentage should

be developed against the total costs needed to run the Games including donated and in-kind goods and services. This figure combined with the PSG fund contributions typically triples state funding. The audit acknowledges that the PSG do not duplicate any other state agency programs and does not mention the status of any other Council programs. It is the Council's position that this approach is an attempt to create the premise that the PSG is the only program that the Council operates. Aside from the stated acknowledgement, the OAG report does not answer the resolution's primary questions.

Resolution Number 92 directed the Auditor General to determine: 1) whether other state agencies could effectively undertake the programs sponsored by the Council at a cost savings to the state and 2) whether such a consolidation would result in the elimination of any duplication of health and fitness programs in the state. Item #2 can only mean duplication within state government yet the audit report advances a misdirected attempt to compare only the PSG to three dissimilar athletic activities. Discussion regarding the Amateur Athletic Union will occur later in this paper; however, all citizens of Illinois cannot participate in the Senior Olympics nor can all citizens participate in the Special Olympics. Yet all Senior Olympians and all Special Olympians can compete in the PSG.

Additional citings noted by the OAG:

A. About 80 percent of Prairie State Games participants are of school age (elementary school through high school), the same age groups that are required to take physical fitness and health education classes during the school year.

This statement reflects the OAG's lack of awareness or familiarity with regard to the history and enforcement of the physical education mandate in Illinois schools. The assumption conveyed by the OAG is that PSG participants are required to take physical fitness and health education classes. No data is offered by the OAG to confirm if this is happening nor is documentation provided to measure the effect of school-based physical education programming.

B. The caliber of athlete generally attracted to the Prairie State Games is perhaps the group least likely to need encouragement to participate in health and fitness activities.

This is purely conjecture on the part of the OAG. No supporting data is provided. On the contrary, research (Paffenbager, et. al., 1988) suggests that athleticism is not associated with reduced risk of death with regard to cardiovascular disease and all-cause mortality.

#3 The word caliber infers that participants are at a high performance or elite level. This is simply not the case. In fact, 39% of PSG participants are junior high school age and present with a wide range of skill levels. More germane to the issue is that they present at a time when sports and physical activity play a documented role in decisions they will make with regard to staying in school and abstinence from alcohol and other drugs.

C. The National Congress of State Games recommends that no more than 33 percent of a state games total budget should come from state funds. Illinois receives 67 percent.

#4 The suggested guideline was offered by one state and is not an endorsed policy by the membership of the National Congress of State games. The guideline also refers to funding not total cash expenditure. The position supported by the overwhelming number of members is that funding should not be totally reliant on any one entity. Again, the OAG uses the total cash expenditure to infer inappropriateness of PSG funding.

D. Prairie State Games' expenditures include items such as food, lodging, uniforms, media coverage, and entertainment that provide no identifiable physical fitness benefit to participants.

The provision within the statute which provides for the Games does not indicate that expenditures for operation must be linked to identifiable physical fitness benefits. However, nutrition, rest and security of and for the participants is of paramount importance to the Council. Given the OAG's concern for liability and risk management, the Council is puzzled by the OAG's suggestion that nutrition and fluid replacement and rest are of no physical value in the care and maintenance of athletes competing at the Finals. This statement displays a lack of understanding of injury prevention and risk management. Additionally, the OAG presents an illogical attempt to correlate operational concerns and requirements such as public relations and promotions needed to conduct an event of this magnitude with physical fitness benefits.

E. 19 of 39 other state games (49%) are supported completely by private corporate donations and receive no state funding.

Fifty-one percent of other state games do receive state funding. The OAG failed to report that many of the 49% who do not receive direct state appropriations do receive indirect or in-kind state

support including free or reduced facility access, office space and office support, transportation, etc. This is a misleading statement and reflects a lack of expertise by the OAG in retrieving complete information from survey respondents. Additionally, the OAG is attempting to draw some comparison between state games on a funding basis when in fact the direction and scope of PSG has been supported by the General Assembly since 1984. How other states conduct their games is a function of their own choice and needs and is of little comparison value to Illinois.

F. Other states have established state games with little or no state support by reducing unnecessary costs, establishing effective networks of unpaid volunteers, and allowing cities to bid for the right to host the games.

The Council does not view Illinois with "other states" mentality. The quality and scope of the PSG has been created and supported by the General Assembly and the private sector. State funding for this event has been reduced by 49.3% since FY 90. Yet through effective cost reductions and operational realignment, participation has risen by 127% since 1987 and quality has been maintained. The network of unpaid volunteers within the PSG is equal to or greater than any comparably sized and oriented games operation. In-kind service contribution by the medical team alone is estimated in the hundreds of thousands and is the standard by which other games medical operations are measured. The OAG infers that unnecessary costs exist but fails to identify such costs or provide impact analysis of reductions not already implemented or proposed. The Council draws strong exception to the implication that the unpaid volunteer corps is ineffective. While the Council has been discussing a relocation of the PSG finals for the past year, the OAG implies that this action is as simple as a bid process. Given the history, complexities and logistics of hosting multi-sport events, very few states with games of similar magnitude have sought to move their finals. #5 #6

G. There has been an increased public awareness regarding the value of physical fitness since the Council was created in 1977. There are now many competitive and non-competitive health and fitness opportunities available for all ages and skill levels through local, state, federal, and private organizations, thus rendering the Council's mission less urgent today.

While the Council has played a contributory and facilitating role both in Illinois and nationally in increasing public awareness

regarding the value of physical fitness, translation of awareness to action remains as a formidable task. The mission of the Council is most certainly relevant and is supported by irrefutable national research. The OAG disregarded or because of deficits in expertise was unable to interpret the overwhelming scientific data which undeniably refutes their assertion that the Council's mission is less urgent today. The incidence and prevalence of cardiovascular disease, hypertension, obesity, drug usage and cancer have created a health care crisis in this state and nationally of unprecedented proportion. And, at a time and place when every health care related agency from the U.S. Department of Health and Human Services to the Center for Disease Control to the National Institute for Health have joined forces with medical and scientific communities to develop applicable delivery systems to combat this surge, OAG questions relevancy and urgency. The OAG conclusion is wrong and is a threat to the well-being of the citizens of Illinois.

DISCUSSION OF CHAPTER 4 - SUMMARY & RECOMMENDATIONS

In the second paragraph of this section, the OAG again states erroneously that, "The only major program undertaken by the Council was the PSG." As identified earlier this is not true. In the next sentence the OAG indicates that the Council's involvement in most other health and fitness programs is largely advisory or supportive and with few exceptions, these programs would be undertaken without the Council's involvement." The OAG fails to mention that the Council's function is to facilitate, advise and offer support. The OAG offers no proof or documentation to support their claim that programs would be undertaken without the Council's involvement.

The third paragraph continues to present the OAG's notion that if an agency does not totally fund a program the value of its support is questionable. The OAG omits reference to any other Council program
#7 with knowledge that programs such as the Neighborhood Fitness Intervention Project are financed by a D.A.S.A. grant to the Council. The OAG further indicates that no other state agency administers an Olympic-style athletic competition; therefore, the games could not be readily consolidated into an existing state program. Yet five sentences later in the next paragraph the OAG indicates that any number of other state agencies could reasonably be expected to successfully administer the games probably without the magnitude of management and financial accountability problems prevalent within the Council. Not only is this statement contradictory it is totally without proof, or documentation of any nature. It is anecdotal, biased and inflammatory in design. The OAG closes the third paragraph

with a statement intended only to discredit the value of the PSG program.

The passing acknowledgement of the Council's efforts and activities by the OAG in the fourth paragraph is consistent with the OAG's devaluing approach throughout the entire document. Phrases such as "by a very broad measure," "had some level of involvement with other programs" and "has attempted to promote health and fitness activities" are an affront to the entire membership of the Council, especially the legislative appointees. These phrases merely serve to reinforce the bias displayed by the OAG. The OAG further states that, "It is evident, however, that Council functions and programs could have been better managed and carried out at less cost." To whom is this evident and what specific data supports this claim?

The fifth paragraph repeats the misguided and uninformed de-deductions displayed in the report conclusions section cited earlier. The statement that the physical fitness boom of the 1970's and 1980's and resulting pro-liferation of health-related activites and opportunities may have made the Council's mission of trying to "encourage Illinois citizens to participate more actively in health and fitness activities" less urgent for the 1990's is unconscionable. The blatant disregard for documents, such as Healthy People 2000, published scientific and medical data including renown experts such as Blair, Leon, Paffenbager, Collingwood and Haskill and Illinois Department of Public Health most recent data that indicates nearly 35% of all Illinoisians report no leisure time physical activity at all while over 60% of the population is at risk for cardiovascular disease because of sedentary lifestyles, clearly invalidate the OAG's attempt to advance such a ludicrous and indefensible position.

The sixth paragraph repeats the spurious themes identified earlier. In the closing paragraph the OAG expresses the finalization of the theme which has been suggested throughout the report which is clearly directed toward the elimination of the Council and related activities. No where is evidence or impact analysis advanced that an elimination of the appropriation to the Council and the PSG would result in a $600,000 bottom line savings to the state. This forecast by the OAG is illusory and disregards economic impacts to communities involved in Council activities, multiplier effects and the impact to vendors and suppliers within the state including Correctional Industries with the Department of Corrections.

DISCUSSION OF MATTERS FOR CONSIDERATION BY THE GENERAL ASSEMBLY

The bias of the OAG continues in this section by presenting considerations for the elimination of the Council and PSG first. This technique implies a priority to the suggestion without directly stating it. More importantly, the three points presented to support the OAG's elimination position have been shown to be ineffectual, inaccurate, misleading and inadequately documented.

In the next section the OAG presents points which the General Assembly may wish to consider for revising the Governor's Council on Health and Physical Fitness Act, should the General Assembly choose to continue funding at some level. The phrase, "some level" advanced by the OAG is very disturbing to the Council. Rather than providing meaningful or adequate researched financial recommendations, the OAG elects to use the "some level of funding" statement and places a prejudice on the worthiness or value of Council activities.

OAG Item:

A. Make the Council's statutory mission statement more relevant to today's health-conscious society and easier for the Council to translate into attainable and measurable goals and objectives. The revised mission statement may include specific activities the Council is to perform, population groups these activities should target, and desired results from Council activities.

Response: The Council has documented within this report the total lack of credibility and expertise by the OAG regarding any recommendations to health and well-being. Further, the OAG recommends a mission statement change on the premise that the existing mission is not relevant. Clearly, no proof or adequate documentation has been provided by the OAG to support this.

B. Eliminate the geographic restrictions on where the Prairie State Games finals can be held. This will allow local governments, universities, and other groups throughout the State to competitively bid to host the Games.

Response: While the Council is somewhat supportive of the OAG's intention here, the OAG is unfamiliar with the complexities both positive and negative of bid procedures for hosting events of this type. As indicated earlier very few state games programs of the magnitude of the PSG rotate sites for finals competition.

#8

C. Specify the administrative structure of the Prairie State Games in order to limit the number of full-time and contractual employees and to require the maximum use of volunteers.

Response: The OAG is suggesting that the administrative structure of the PSG is overstaffed with full-time and contractual employees without adequate or appropriate documentation to support this claim. Staffing for the PSG is comparable to or below full-time staffing levels of comparably sized games. The PSG are the only state games whose executive director responsibilities are shared with the directorship of a Governor's Council. This dual relationship is at a significant savings to the state. Based upon need and direction, the PSG has reduced contractual staff expenses in each of the last three years. Further, the OAG's assertion that the use of volunteers in the PSG is ineffective is unfounded and is indicative of the misguided level of understanding possessed by the OAG in comprehending the role of volunteer work forces. Is the OAG suggesting that the PSG medical team is not maximized?

D. Require the Council to implement as soon as possible all recommendations in the Auditor General's 1991 compliance audit.

Response: The OAG is making an assumption and an inference in this statement. The assumption is that the Council has concurred with all recommendations in the 1991 compliance audit, which it has not. The inference is that the Council historically or presently has not or does not implement audit recommendations. The OAG infers an atmosphere of non-compliance without regard to any historical or background information relating to the Council's audit findings. Strengthened fiscal and internal controls are certainly relevant and worthwhile to develop for Council activities, yet the OAG fails to mention that the resources to address many of these internal control issues are beyond the Council's means. This fact has been acknowledged by both of the past two external audit teams which have conducted the Council's annual compliance audit. It is unfortunate, however, that some portion of the more than $100,000 devoted by the OAG to conduct this report and the compliance audit couldn't have been allocated to assist the Council with the development of adequate internal controls.

Response to Agency Recommendations:

The Council supports items #5, 6 and 7 in the Agency Recommendations section applicable if the General Assembly continues to fund the Council or PSG at some level. Items #1, 2, and 3 have been discussed by the Council previously. Item #4 is totally invalid. Had the OAG contacted the insurance carrier for the PSG or adequately researched the subject, the OAG would have been able to determine #9 that a $25,000 participant accident insurance policy already exists. This statement shows an inability by the OAG to adequately document facts. The suggestion to change the insurance carrier shows a total lack of understanding by the OAG for the special event insurance industry. The insurance policy for the PSG is as complete and comprehensive as finances will allow.

Assuming for a moment that the facts regarding the PSG insurance were not the facts, the OAG suggestion that each participant would have to attest to having at least $25,000 in insurance coverage would be so discriminatory and exclusionary that the probability of civil suits against the state would suffocate the operation of the PSG. This intention reinforces the deficits in expertise exhibited by the OAG throughout the report in presenting cogent or well researched recommendations.

Item #8 does not address the issue concerning the difference between establishing more specific criteria to measure program results and accomplishments and the means needed to monitor established criteria. Criteria including participation numbers, survey results scientific measurements and media responses do exist. More extensive and detailed monitoring comes at the expense of program offerings. While such monitoring is acknowledged and is certainly desirable, it is the position of the Council that the limited resources at hand prohibit extensive evaluation. Should the General Assembly impose such a requirement it would seem reasonable to assume that dedicated funding would be made available to achieve this.

APPROPRIATENESS AND TACTICS UTILIZED BY OAG DURING AUDIT PROCESS

The Council strongly objects to the appropriateness and tactics utilized by the OAG during the audit process. Three specific issues will be addressed:

1.) Survey of Other State Games.

Question #19 in the survey used by the OAG to determine national baseline information asks the telephone interviewer to present a totally false and misleading statement in order to extract information from other state games officials. The ethics of this tactic must be challenged and condemned. To think that a section of state government through intended or direct action can deliberately deceive representatives from other states in order to satisfy their cause is revolting and inexcusable. The OAG should be held accountable for their actions in this matter. #10

2.) Release of Confidential Draft of Management Audit Prior to Exit Conference.

The exit conference to discuss the management audit with the OAG was conducted on 2/18/92. On 2/13/92 the Council was informed by a staff member at the University of Illinois that he/she had read the entire document. This fact was presented to the OAG during the exit conference. The OAG admitted that the entire document, not just sections pertaining to the University of Illinois, had been forwarded. The OAG felt this action was appropriate and that confidentiality would be maintained. The Council deplores this action and views it as an attempt by the OAG to discredit and cast doubt upon the Council and PSG. On 2/25/92 two local newspapers in Champaign-Urbana contacted the Council's office to pursue a line of questioning entailing a bid process for hosting the games at the U. of I. The Council does not have the time or resources to investigate the newspapers' sources, but the timing is highly coincidental and linked to the inappropriate report release by the OAG. #11

3.) Atmosphere Created and Implied By Questioning of Other State Councils, Games or Sports Organizations.

During the course of the surveys conducted by the OAG, the Council received countless phone calls from around the country. Each with their own account as to the direction and intentions of the questions asked, each coming away with a sense that the OAG had elimination of the Illinois Council as their overriding theme. Concern was also

expressed that their thoughts and comments would not be fairly presented. Little did they know that much of it would not be presented at all. A most distressing call came from the Amateur Athletic Union (AAU) in Indianapolis in late January, '92. After discussions between the Executive Director of the AAU and the OAG regarding the PSG, the AAU directed one of its staff to determine what direction or relationship the Council would be or could be pursuing with regard to AAU involvement. All of this weeks before the Council had any knowledge of the OAG's report findings. Whatever the OAG's intentions were in discussions with the AAU, the impression conveyed was that the PSG are in need of management and administrative help. The resultant of this entire nationwide effort is tragic. Clearly, the OAG lacked the subject expertise needed to conduct an appropriate informational retrieving activity and in the process impugned the credibility of the efforts of thousands of individuals including membership of the General Assembly who have faithfully supported the Governor's Council.

PAGE BY PAGE CRITIQUE OF REPORT

Page 3

Item: No record of the 50 member at-large Council ever having met as a group.

Response: At no point was it ever intended that all fifty members should or would ever have to meet as a group. At-large members attend quarterly Council meetings as schedules permit. Given the diversity of the make-up of the at-large membership (professional athletes, surgeons, etc.) it is improbable to assume that they will ever all be available for any one meeting. This by no means lessens their value to the Council or their interest in Council activities.

Page 4

Item: Illinois Fitness Foundation is an affiliate of the Governor's Council and the Council's Advisory Committee with an interlocking board of directors.

Response: The Foundation is an affiliate of the Governor's Council. The OAG fails to comprehend that the Advisory Committee is part of the Council. The OAG fails to define interlocking and implies that all board members are Council members which is not the case.

#12

Item: 1991 fiscal year expenditures of $1,028,710.

Response: The OAG again infers that this amount is GRF, when in fact $417,704 of it is through corporate sponsorships, entry fees, etc. Additionally, in-kind goods and services are not reflected in the total amount needed to conduct the PSG. The Council concurs that thorough internal controls to adequately control, account for and document the procurement and use of goods and services acquired through in-kind transactions are weak. However, enough information is available and has been produced for the OAG to determine a more meaningful expenditure figure.

Item: OAG reference to PSG catalogues.

Response: PSG catalogues do not exist and the Council is unable to determine the OAG's reference to this item. #13

Item: Council staff time and expenditures on PSG.

Response: All seven of the Council's full-time staff do not spend time on the PSG. The Program Coordinator for the Council is assigned to Council programs other than the PSG. The Executive Director assumes responsibilities for each area. The Council financially oversees the Neighborhood Fitness Intervention Program which is a $85,700 grant program. Council resources devoted to activities other than the PSG are very limited simply because the appropriation process has never provided for them. Virtually all Council programming related activities are a function of corporate or private support. #14

Item: Scope and methodology.

Response: The OAG indicates that it contacted various organizations who have relationships with yhe Council but fails to adequately document the scope and results of all contacts.

Page 7

Item: Management audit conducted at the same time the compliance audit was conducted.

Response: The OAG does not fairly present the stress placed on an agency the size of the Council when two audits are conducted simultaneously. While the OAG did attempt to coordinate the two audits, duplications did occur oftentimes resulting in confusion amongst the Council's staff as to what information had or had not been provided.

Page 7 continued

Item: Audit timeliness.

Response: The OAG totally disregards the pressure points occurring during the audit including: 1) a total lack of regard for the volume of work leading up to the conduct and the follow-up of the PSG, 2) staff time committed to the State Fair, 3) the fact that the Council's offices were completely moved four times during this process, 4) the termination of the Council's Fiscal Officer, 5) final planning and co-hosting of a national meeting, 6) the implementation of a statewide sports injury surveillance research project, 7) the development and conducting of a major corporate fund raising event, 8) the development of the Neighborhood Fitness Intervention Program and 9) the planning and coordination of two major events slated for April and May of '92, to name a few.

The Council acknowledges delays did exist in providing some
#15 documents to the OAG. The 173 days taken to produce the Strategic Plan for the OAG is completely false. The document was completed on September 20, 1992, in accordance with the plan set forth to the Legislative Audit Commission in May, '91. Further, the OAG did not present an organized aging schedule until 10/11/91 four months into the audit review.

The Council vehemently challenges and rejects the inference that the Executive Director of the National Association of Governor's Councils on Physical Fitness and Sports (NAGCPFS) or the Council's Director perpetrated a deliberate attempt to deny assistance to the
#16 OAG. Through this allegation the OAG is attempting to discredit the National Association and the Council itself. Much, if not all, of the information the OAG was seeking is not available in the National office. This was conveyed to the OAG by the Council's Executive Director in early interviews. Therefore, the only way the OAG was going to gather specific information was to conduct a state by state survey.

The Council's position, based upon the extent of the ineffectual, misleading and inaccurate conclusions and recommendations produced by the OAG, that the OAG's timeliness, was a function of the lack of insight and expertise displayed by OAG. The volume of variances cited by the Council's responses serve to further illustrate this point.

Page 8

Item: The OAG indicates that the Council has not adequately documented its goals and objectives or set forth measurable criteria.

Response: The Strategic Plan submitted by the Council to the OAG was approved by the Advisory Committee in October '91 and is the most comprehensive planning document the Council has endorsed to date. The reality of providing the type of document suggested by the OAG is beyond the realm of fiscal reach for the Council. Additionally, the Council has set forth measurable criteria including participant numbers and survey information not recognized or acknowledged by the OAG.

Item: Council's contribution to health and physical fitness has been further obscured by the proliferation of information, events and activities that have taken place at all levels of society since the 1970's.

Response: The OAG provides no documentation or research to support this obscuring process. Further, the OAG fails to acknowledge the Council's influence since the late 1970's in the entire fitness and wellness movement. Events such as Employee Fitness Day and Legislators' Fitness Day have become national in scope but have their roots planted in Illinois.

Item: Council management.

Response: The Council readily admits weaknesses in internal control issues regarding financial accountability. The OAG provides no history as to reasons for weaknesses or findings or attempts by the Council to correct deficiencies. By failing to offer any balance to this issue, the OAG is attempting to create a case for mismanagement or disrespect for compliance issues.

Page 9 & 10

Item: Council's mission and value statements.

Response: The OAG provides no history of the Council's planning process, fails to recognize the Strategic Plan adopted by the Advisory Committee and elects only to report value statements taken from the Strategic Plan.

Page 9 & 10 continued

The OAG indicates that the Council needs to relate its planning effort more closely to statutory mandates yet provides no documentation as to where this is not occurring.

The section regarding the impact of the PSG on health and fitness is misleading and misguided. The types of monitoring analyses suggested by the OAG are impractical, financially out of the question and shows a lack of understanding by the OAG for the role of athletics in the health and fitness field. While not written in a manner acknowledged by the OAG, the Council has most certainly addressed target populations from junior high school age to senior citizens to physically impaired. The OAG assertions would have one believe that the incredible growth rate enjoyed by the PSG occurred by "happen chance." Clearly, the OAG is supporting the notion that if it is not written down it doesn't exist.

Page 11

Item: Relevance of the Council's mission.

Response: The Council has addressed the incompetence displayed by the OAG regarding this topic earlier in this paper. However, the contents and quotes supplied by the OAG further substantiate the Council's position. The OAG's reliance on the Facts on File Dictionary of Fitness as a reference piece reflects the OAG's inability to secure current and scientifically accepted information. The OAG makes mention
#17 of the President's Council on Youth Fitness and Sports. No such council exists. The President's Council on Physical Fitness and Sports exists in Washington, D.C., but the Council is unclear if this is what the OAG is attempting to cite or not.

The OAG claims that there is an increasing amount of public participation in non-structured or non-competitive fitness activities yet provides no comparative data to support this claim.

Page 13

Item: Council functions.

Response: The Council refutes the OAG assertion that the Council's primary effort toward fulfilling their mission is the PSG. This is the interpretation the OAG has attempted to justify throughout the document based solely on expenditures. The Council's role in

Page 13 continued

supporting other state agency and related state organizations is portrayed here and in Appendix D as a "tag-a-long." The OAG has failed to adequately document all responses from such agencies and organizations in the text of their report. Further, no financial impact statement is made by the OAG regarding the contractual savings to state government through the expertise afforded other state agencies by the Council directly or indirectly.

Item: Council endorsements.

Response: The Council has previously acknowledged the value of the OAG recommendations regarding endorsements. While various measures have been utilized, including the Road Race Recognition program to insure that running course safety is provided, the Council will work to create more stringent and applicable guidelines for all endorsed events.

Page 14

Item: Legal liability.

Response: The OAG provides only speculation on the risks associated with Council endorsements and fails to acknowledge that in the 14 year history of the Council not one legal claim has been brought to bear against the state. This record while not allying all possibilities serves notice that existing endorsement procedures have been effective.

Page 15

Item: Prairie State Games activities.

Response: Many of the OAG's variances in this section have been previously discussed. However, several points need to be reviewed:

1) The OAG references an expenditure of a television producer for the PSG of $35,000. This amount reflects the total amount needed to produce the PSG television show including equipment, on-air talent, studio time, production time. Had the OAG been more thorough in its research, this oversight might not have occurred. #18

2) The OAG infers impropriety in the contractual relationship with the University of Illinois, when in fact a bid process for the current contractual arrangement has never been questioned by the Legislative Audit Commission or the past two external audit teams.

3) The OAG compares participation levels from the 1991 PSG to the state's total population. The Council would suggest that a total Games participation value garnered since 1984 would be a more accurate representation.

4) The OAG again repeats its position that the competitive focus of the Games and the emphasis on athletes may not be the most effective method to fulfill the Council's overall mission. Clearly, only the OAG has said that it is.

Page 19

Item: Legal liability from the PSG.

Response: The OAG attempts to create an air of pending sports tragedy throughout this section by citing injury data from earlier games. Misuse of data is inflammatory and had the OAG taken the time to secure more recent information or discuss this with sports medicine injury surveillance specialists their concerns would have been significantly reduced or eliminated. There has been a 58% reduction in injury rates since the Games inception and the care and management of injuries are unparalleled. The OAG attempted to report injury rates without incidence of injury comparisons in their claim. The OAG fails to report that not one injury litigation has occurred in the eight year history of the Games
#19 involving more than 70,000 participants. The waiver form issue cited by the OAG is completely erroneous.

Item: Cancellation due to lack of state funding.

Response: Contracts with corporate sponsors include a termination for funding clause that states that the PSG obligation shall cease immediately without further payment being required, in any year which the General Assembly fails to make an appropriation sufficient to pay such an obligation. This cancellation clause has met the audit scrutiny of two previous external audit teams.

Page 21

Item: Unnecessary costs.

Response: The OAG infers that expenditures were made on non-essential services and merchandise but provides no documentation or identification of such services or merchandise. The OAG incorrectly identifies an $8,000 expenditure for a finals host committee coordinator for 1991 finals. This position did not exist for the 1991 finals. The OAG again repeats the T.V. producer expenditure previously cited. #20

Item: Corporate sponsorship.

Response: The OAG states that corporate sponsorship of sporting events is increasing. While in the aggregate this may have been true, the level of sponsorship dollars is actually diminishing and becoming more competitive to secure.

Page 22

Item: Amateur Athletic Union.

Response: The OAG comparison of the PSG to the AAU is completely misguided and had the OAG more thoroughly researched the subject, a number of items regarding the history and operation of the AAU would have become more obvious. The OAG's statements and inferences are irrelevant as the AAU has virtually nothing to offer the PSG. The PSG program is a Class B member of the United States Olympic Committee, the organization identified by the Amateur Sports Act of 1978 to facilitate and coordinate all Olympic programming in the U.S. This act and the formation of the United States Olympic Committee was created & implemented due to the inadequate management and organizational skills offered by the AAU, the organization previously charged with this responsibility. The Junior Olympics program noted by the OAG is a misnomer and does not operate as an Olympic program year round. Additionally, most if not all of the state sport federations which the AAU claims to work with are the same ones that the PSG has worked with since their inception in 1984. #21

Summary,

These responses reflect most but not all of the variances & discrepancies found within the OAG Audit Report. Given the fact that the OAG had eight months to prepare this document, it is unreasonable to think that the Council, with its limited resources, can maintain all levels of Council operations and respond to this audit in a little over 3 weeks time. The geometric progression of errors & inaccuracies by the OAG made this effort even more tedious. Therefore, the Council states unequivocally that every issue in this document has not been totally addressed and the Council will reserve the right to further clarify any points not discussed within the text of this response paper, following the OAG's release of the audit report.

Auditor Comments

During fieldwork for this audit, the Council did not provide documentation and other information for many of the issues covered in this report. A draft report was provided to the Governor's Council on February 4, 1992, and an exit conference was held on February 18. The exit conference was short, general in nature, and the Governor's Council did not wish to cover specific points of disagreement or the contents of the draft report on an item-by-item basis. Had a thorough review of the draft been undertaken and the auditors afforded an opportunity to consider additional information, a shorter and more focused agency response might have resulted.

Note: The following comments correspond to the numbers printed in the margins of the Governor's Council response.

1. The Neighborhood Fitness Program was planned to begin in January 1992. The Program will receive its funding from the Department of Alcoholism and Substance Abuse.

   The Council did not include the Sports Injury and Surveillance Program on a list of 1991 programs. This program was added to Appendix D.

2. "U.S." deleted from the final report.

3. Chapter 3 discusses the conflict between the Council's statutory mission of encouraging "Illinois citizens to participate more actively in health and fitness activities" and the Prairie State Games' statutory mission of "encouraging the participation of athletes."

4. The Start Up Manual For Developing State Games Organizations is an official publication of the National Congress of State Games. The National Congress of State Games is a membership organization comprised of affiliated amateur sports organizations, including 40 state games organizations.

5. There were 7,140 participants in the 1987 Games and 13,541 participants in 1991. This represents a 90% increase.

6. Our survey showed that 13 other state games, including New York, Texas, and Florida, move the site of their finals competitions.

7. Same as Auditor Comment Number 1.

8. Same as Auditor Comment Number 6.

9. The Council's Prairie State Games Application Book states that "Each participant is responsible for his or her own medical insurance. Each participant must sign an appropriate Prairie State Games waiver form before he or she is eligible to compete." The Council's Sports Participant Accident Policy represents secondary coverage that pays medical expenses beyond the participant's primary coverage. The Council's waiver form does not mention that participants are responsible for obtaining their own primary insurance coverage.

10. There is no telephone question number 19. One question on a follow-up survey, number 16, to which the Council may be referring, asks for the names of major corporate sponsors. A parenthetical note to the interviewer states that "If they are reluctant to answer, tell them we are asking this question because Pepsi seems to be a major games sponsor but cannot sponsor events at the UofI. Therefore, we are trying to determine Pepsi's involvement as a games sponsor nationwide." Instructions to interviewers on how to elicit information are a standard part of survey questionnaires. We did misunderstand that the University of Illinois Assembly Hall's current contractual agreement was with Pepsi instead of Coke, but the point is moot since all 11 states in our follow-up survey freely disclosed their corporate sponsors and interviewers did not need to prompt responses.

11. The University of Illinois has been associated with the Prairie State Games since their inception. A major part of this report deals with the Games, and the report includes several references to the University of Illinois. In cases like this, we provide a complete draft report for review. The Governor's Office also received a complete draft. Other agencies were provided excerpts of the draft where they were mentioned. This process ensures fairness, report accuracy, and provides a basis for informed agency comments.

12. The five members of the Illinois Health and Physical Fitness Foundation, Inc. are Senator John Davidson, Dr. Jerry Floyd, Ralph Hurwitz, Phillip Bracken, and Jack Watson. Two of these individuals are members of the Council's 13-member advisory committee and another is a member of the 50-member Council.

13. "Catalogue" is used with "brochures" and "programs" as a generic term for printed materials.

14. All seven Council staff are listed in the 1991 Prairie State Games brochure under the heading "Prairie State Games Administration." The report notes that some staff spent time on other activities. See also Auditor Comment Number 1.

15. The initial request for the Council's strategic plan was made on July 17, 1991. We received a final version of the plan from the Office of the Governor's Assistant for Human Services on January 6, 1992.

16. We asked the National Association of Governor's Councils on Health and Physical Fitness for various types of information, including a list of addresses of Governor's Councils in other states. No information was provided. We eventually obtained a copy of the list prepared by the National Association from the President's Council on Physical Fitness and Sports, located in Washington D.C.

17. The reference to the President's Council on Youth Fitness and Sports is found in The Family Fitness Handbook (Penguin Books, 1989, pages 16-17). Appendix H of this report describes the President's Council on Physical Fitness and Sports. Chapter Three also describes the Amateur Athletic Union's role in the President's Challenge Youth Physical Fitness Awards Program and the Presidential Sports Award for adults.

18. The Council's $35,000 contract to produce the Prairie State Games television show was made with one individual. The contract specifies various production responsibilities.

19. Same as Auditor Comment Number 9.

20. This amount was changed from $8,000 to $5,000 in the draft report, and we conveyed this change to the Governor's Council. Table 3-1 and supporting text identify this amount as a 1990 expenditure.

21. The Junior Olympics is identified as one program within the Amateur Athletic Union's Youth Sports Program. The Youth Sports Program provides athletic programs throughout the year.

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